



Local Corrections Assessment & Strategy Report to Louisville Metro Government and Louisville Metro Council pursuant to O-79-23

Final Report | November 6, 2025

This document contains the report of findings and/or best opinion of the authors at the time of issue.

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Executive Summary

The Louisville/Jefferson County Metro Government (LMG) contracted with CGL Companies (CGL) to conduct a comprehensive assessment and strategic planning process for the local corrections system. This assessment aimed to evaluate the current state of the local criminal justice system, identify long-term detention facility and operational needs, and develop a data-informed roadmap for system improvement. The resulting recommendations reflect a shared commitment among stakeholders to reduce incarceration, enhance public safety, and modernize detention infrastructure in alignment with evidence-based practices and community goals.

The assessment focused on two core areas:

- **Stakeholder Interviews:** Over 40 interviews were conducted with system stakeholders including Metro Government officials, justice system personnel, service providers, and community advocates, through a partnership with The McNary Group.
- **Assessment of Factors Driving Jail Population:** Through data analysis and forecasting, key factors contributing to LMDC's detention population were identified, highlighting areas for potential system improvement.

FINDINGS:

Louisville Metro has an opportunity to reshape its criminal justice system. This report provides a strategic set of recommendations and future strategies to evaluate not only the physical condition and capacity of LMDC, but also to strengthen systemwide practices that can safely reduce jail admissions and length of stay through upstream interventions.

CGL's approach focused on evaluating policies, programs, and operations to identify strategies that safely reduce incarceration while strengthening public safety. Key areas of emphasis included expanding deflection and diversion options, streamlining case processing, advancing pretrial reforms, and enhancing reentry services. These strategies are designed to ensure appropriate management of high-risk individuals while improving overall system efficiency and outcomes.

SYSTEM UNDERSTANDING:

The local criminal justice system is not governed by a single agency. Instead, it operates as a multilayered network of local, county, state, and federal partners, each with distinct responsibilities and authority. This fragmentation complicates reform efforts, as no single entity

holds full control over systemwide decisions. As a result, sustained progress requires collaboration, coordination, and a shared vision across all sectors of the justice system.

FINDING – SYSTEM COORDINATION:

Louisville Metro has taken meaningful steps to reduce the jail population and expand diversion options; however, its authority does not extend across all components of the justice system. Continued progress will require sustained cross-sector collaboration. Louisville Metro is well-positioned to lead this effort through its Criminal Justice Commission (CJC), a cross-agency body established over 57 years ago, that brings together law enforcement, courts, prosecutors, public defenders, corrections, and community stakeholders to align strategies and drive system-wide reform. While similar bodies are only now emerging in many jurisdictions, Louisville's CJC remains a nationally recognized and mature model for coordinated justice system leadership.

FINDING – SEQUENTIAL INTERCEPT MODEL:

CGL used the nationally recognized Sequential Intercept Model as an assessment framework to identify six key points where individuals with behavioral health needs can be diverted toward treatment and away from deeper justice system involvement. Louisville's continuum of support, from initial crisis diversion to post-release reentry, aligns with best practices observed in other midsize and large cities. Opportunities for improvement remain in areas of housing access, workforce development, and addressing limitations of the current jail facility.

FINDING – INTERVIEW THEMES:

Stakeholder interviews with local officials, service providers, advocacy groups, and jail staff identified several opportunities to reduce the jail population and improve community outcomes.

Key themes included:

- A range of alternatives to detention (e.g., Home Incarceration Program, Misdemeanant Intensive Probation, Monitored Conditional Release, Specialty Courts) exist but require additional court referrals.
- Communication gaps persist between law enforcement, courts, corrections, and community-based service providers, limiting coordinated case management.
- Stakeholders noted that reforms to bail policies and revisions to pretrial risk assessment practices could reduce jail admissions for low-risk individuals; however, these changes are state-level policy decisions outside the direct control of LMG and require legislative action.

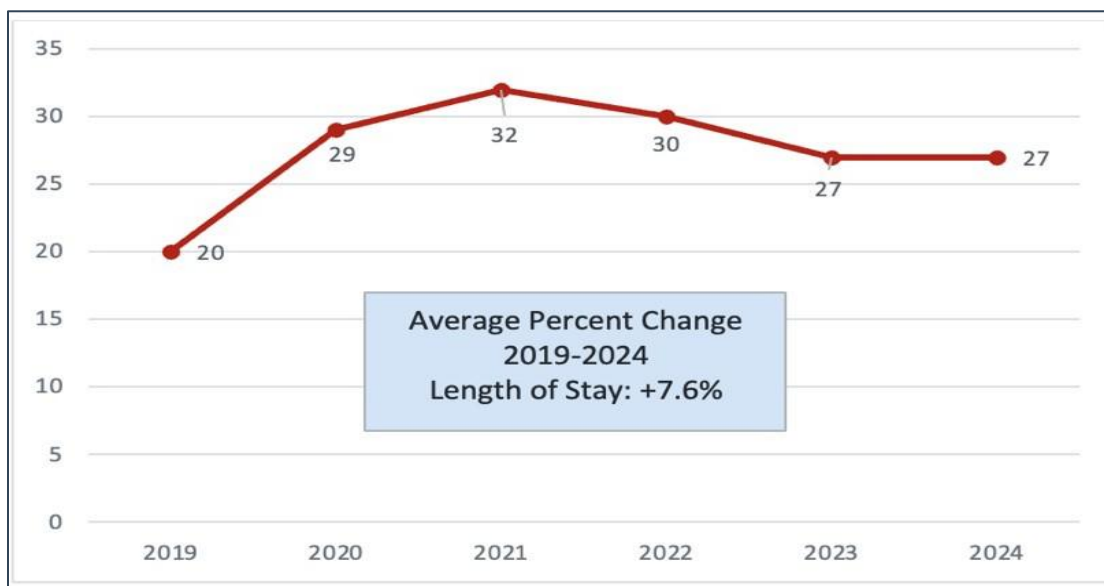
- Housing instability, mental health challenges, substance use, and poverty are key drivers of criminal justice involvement.
- Evictions and homelessness significantly increase the risk of recidivism, reinforcing the need for accessible, affordable housing options.

FINDING – FACTORS IMPACTING DEMAND FOR DETENTION BEDS:

Jail population levels are driven by two factors: the number of admissions and the length of stay. Even modest fluctuations in either can significantly affect bed capacity needs. CGL’s review of local justice system data identified existing practices that contribute to extended detention periods. Addressing these practices offers a pathway to safely reduce jail occupancy.

- **Intakes:** Nearly 40% of individuals booked into LMDC in 2023 were released within 24 hours. Court-ordered and personal recognizance releases accounted for 39% of the average daily population—occupying approximately 773 beds. These trends highlight opportunities to divert individuals at the front end and reduce unnecessary admissions.
- **Length of Stay:** The average length of stay at LMDC has increased since 2019, a change that directly impacts overall jail population levels. Factors commonly associated with increased lengths of stay include an increase in serious or complex charges, delays in case processing, and extended timelines for forensic evidence analysis. While these factors are not unique to Louisville, they reflect systemic challenges observed nationally that may contribute to longer periods of detention.

Exhibit 1: Calculated Length of Stay



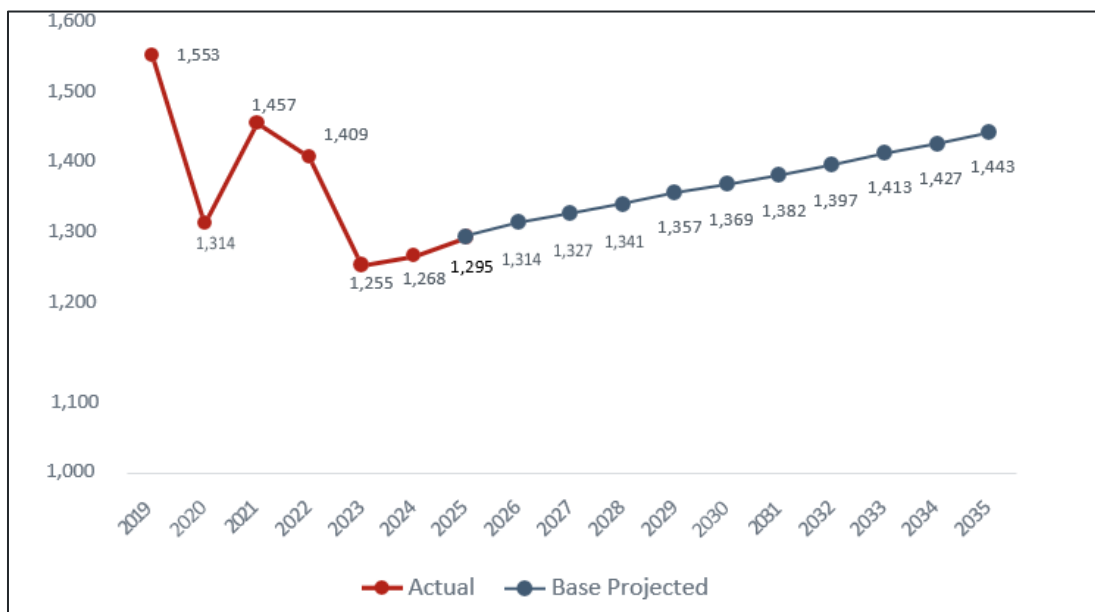
Source: CGL

FINDING – PROJECTED JAIL POPULATION AND BED NEEDS:

If current criminal justice practices remain unchanged, the average jail population is projected to grow by approximately 1% annually, reaching 1,443 individuals by 2035. To accommodate peak population fluctuations, the system would require an estimated 1,563 beds—well beyond the safe capacity of the current LMDC facility.

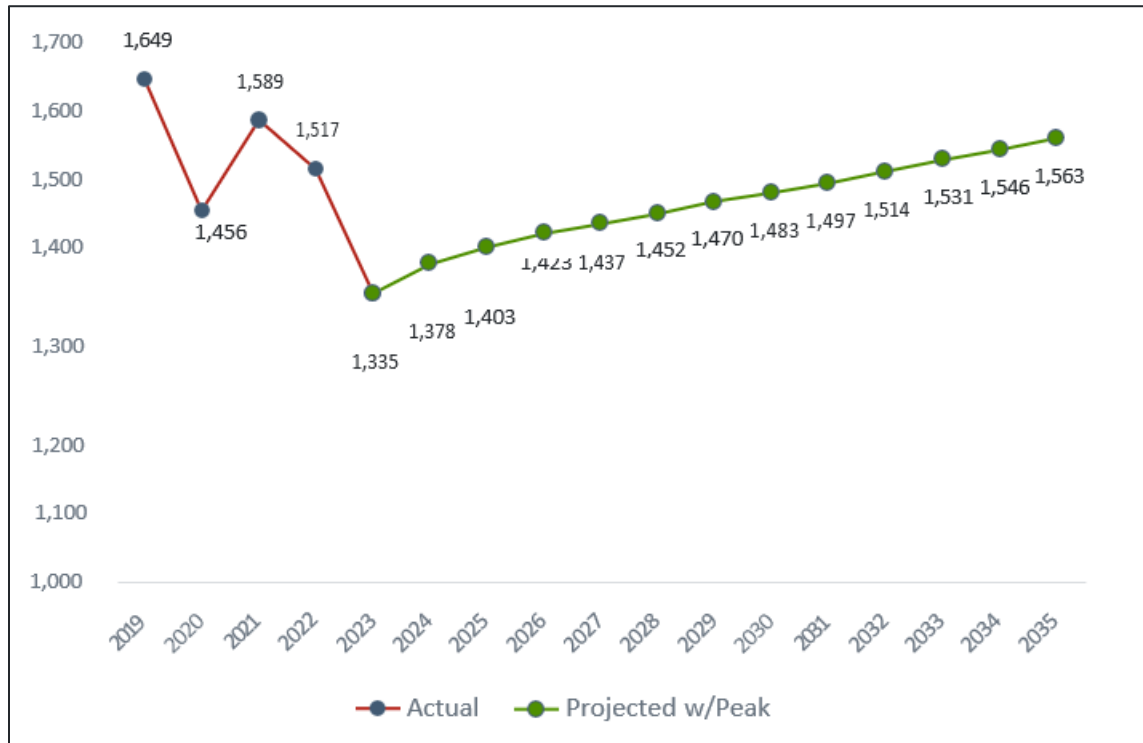
CGL’s projections assume the continuation of current policy and practice within the local criminal justice system. However, any changes - such as increased enforcement, improved court processing, or legislative shifts like the passage of House Bill 5 - could significantly affect the jail population and the number of beds required. Since CGL completed its inmate population projections, Louisville Metro has launched major initiatives to enhance community safety. The Louisville Metro Police Department released a Crime Reduction Strategic Plan, and Mayor Craig Greenberg introduced the Safe Louisville initiative – both focused on prevention, early intervention, and enforcement. These strategies are already showing promising results, with reductions in homicides, non-fatal shootings, carjackings, and business robberies. Despite these gains, as of September 2025, LMDC’s jail population has exceeded 1500 individuals daily, placing continued strain on facility operations. This is likely at least in part due to total arrests increasing by 12% from 2024 to 2025, reflecting intensified enforcement efforts.

Exhibit 2: Actual and Projected Average Daily Population



Source: CGL

Exhibit 3: Projected Bed Needs



Source: CGL

FINDING – LMDC DESIGN:

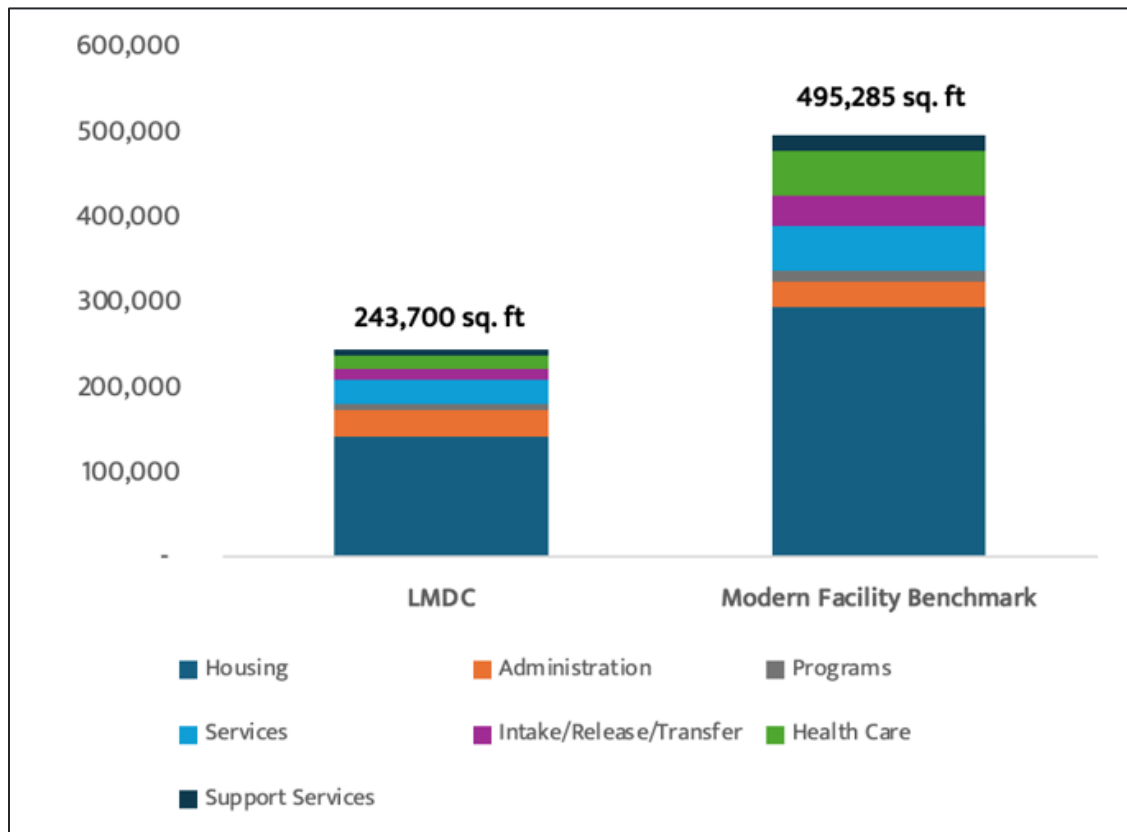
LMDC’s Main Jail was constructed around a pre-existing sewer department office, an unusual design constraint that has contributed to longstanding operational challenges. The facility is outdated, poorly configured, and fundamentally incompatible with modern correctional standards. Its layout lacks appropriate sightlines, dedicated program, and medical spaces, and creates staffing inefficiencies that hinder both security and rehabilitation efforts. Consistent with these concerns, CGL’s operational assessment assigned LMDC an overall rating of “Does Not Meet” ratings.

FINDING – LMDC SPACE NEEDS:

The current LMDC facility provides 183 square feet per bed, compared to modern detention facility averages of approximately 371 square feet per bed. A facility built to contemporary standards for LMDC’s current rated capacity of 1,353 beds would require 495,285 square feet, more than double the existing footprint. LMDC operates under a Kentucky Department of

Corrections space waiver due to the facility’s age, but the shortage is most pronounced in critical areas such as housing, programming, and healthcare, limiting the jail’s ability to fully meet operational and rehabilitative goals.

Exhibit 4: LMDC vs. Modern Benchmark Space Needs



FINDING – LMDC PROGRAM EXPANSION:

The current jail administration has made nearly every effort to expand and adapt the existing facility to meet the demands of modern correctional operations. The facility has been stretched to its absolute limits, with administrators repurposing every usable space to address evolving needs. The building’s design has reached a point where no amount of creativity or adaptation can overcome its fundamental structural limitations.

FINDING – COST ESTIMATE FOR NEW DETENTION FACILITY:

CGL developed a Rough Order of Magnitude (ROM) cost estimate for constructing a new detention facility, based on two different system scenarios:

- **Baseline Option:** Assumes continuation of current criminal justice practices with no additional efforts to reduce incarceration. This option requires a 1,563-bed facility.

- **Alternative Option:** Assumes implementation of diversion strategies, expedited case processing, and community-based interventions aimed at reducing incarceration. This option requires a 1,263-bed facility.

ROM Definition: A Rough Order of Magnitude (ROM) cost estimate is a high-level planning tool developed early in the project lifecycle when detailed design and scope are still evolving. It is used to support initial decision-making and feasibility analysis and is not suitable for procurement or final budgeting. ROM estimates are subject to refinement as project parameters are further defined.

The ROM cost estimate for each option is shown in the following exhibit:

Exhibit 5: Rough Order of Magnitude Cost Assessments

	# of Beds	Square Foot Needs	Cost per Square Foot Range	ROM Cost Estimate
Baseline ROM Cost Assessment	1,563	579,873	\$830.55 - \$913.61	\$482 - \$530 million
Alternative ROM Cost Assessment	1,263	468,573	\$830.55 - \$913.61	\$389 - \$428 million

Assuming an aggressive construction process with a midpoint of construction in 2027, the ROM cost of constructing a new detention facility can range from \$389 million for a 1,263-bed facility to \$530 million for a 1,563-bed facility.

While replacing LMDC represents a significant capital investment, it also presents a strategic opportunity to design a safer, more efficient, and rehabilitative facility aligned with modern correctional practices. The final size and cost will depend not only on projected space and operational needs, but also on the extent to which the local criminal justice system embraces justice system reforms that reduce reliance on incarceration. Aligning facility planning with broader system improvements offers the most sustainable and fiscally responsible path forward.

Introduction and Project Methodology

CGL Companies (CGL) was contracted by the Louisville Jefferson County Metro Government to conduct an assessment and strategic planning process for the local corrections system. This assessment aims to evaluate the current state of the local criminal justice system and identify current challenges and opportunities for system improvement. As part of this review, CGL was charged with the following high level project goals:

- Assess the key factors driving the jail population and develop a strategic plan for the Louisville Metro Department of Corrections (LMDC).
- Identify data-driven best practices aimed at reducing incarceration.
- Review current front-end practices and diversion programs and recommend strategies to prevent individuals from entering jail.
- Evaluate the current and future needs for correctional programs and facility capacity.
- Recommend programmatic and/or policy changes to reduce recidivism and support individuals transitioning back into the community.
- Utilize tools such as the Sequential Intercept Model and asset mapping to identify existing services and programs across the system and highlight any service gaps.

This report responds to the directive outlined in the Request for Proposal (RFP) by assessing Louisville Metro's current correctional strategies; evaluating LMDC facilities and operations; and most critically, developing data-informed practices aimed at reducing incarceration.

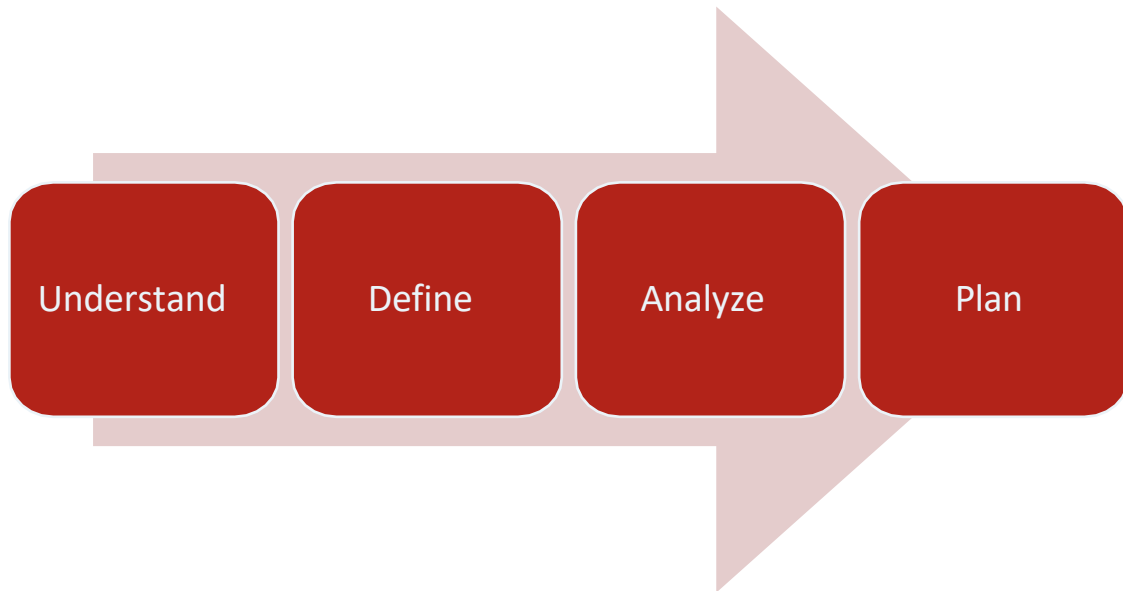
While the physical condition of the LMDC facility presents significant operational challenges, the primary goal of this project is to evaluate how well the current system functions across the full continuum including front-end prevention and arrest through detention, sentencing, and reentry. The objective is to develop a data-informed collaborative strategy for safely reducing incarceration. Using tools such as the Sequential Intercept Model, stakeholder interviews, and comparative data analysis, this report identifies key opportunities for Louisville Metro Government and its partners to strengthen community safety, enhance system effectiveness, and reduce reliance on incarceration.

The analysis culminates in a set of actionable recommendations that strategically align operational improvements, community-based alternatives, and facility investments. This approach is guided by the principle that facilities should support, rather than drive, correctional strategy. Public safety, community trust, and effective rehabilitation remain central pillars throughout.

METHODOLOGY

CGL's team methodology was implemented in accordance with the following sequential steps.

Exhibit 6: Strategic Facility Planning Diagram



These steps served as the foundation for the completion of the project work as follows:

UNDERSTAND

- **Collection of Critical Data:** CGL collected and reviewed detailed data on the local criminal justice system, including LMDC's mission and goals, operational information, facility layout, incarcerated population demographics, staffing, budget data, and other information essential to this study.
- **Stakeholder Interviews:** With coordination from project partner, The McNary Group, CGL conducted interviews with over 40 stakeholders representing the full spectrum of the justice system including local advocacy and community-based support organizations; these interviews informed the team's understanding of current operational practices and the challenges impacting LMDC.
- **Criminal Justice System Assessment:** A comprehensive review and documentation of existing practices across the local criminal justice system.

- **Operational Assessment:** A team of correctional operations professionals conducted a thorough evaluation of LMDC, including interviews with facility leadership, on-post staff, and members of the incarcerated population; the purpose was to assess how well the facility's design and layout support the agency's mission and operational needs. Additionally, CGL was tasked with developing a high-level estimate of deferred maintenance needs. While a formal facility conditions assessment was outside the scope of this project, CGL escalated the deferred maintenance costs identified in the 2016 LMDC Jail Physical Plant and Staffing Assessment report.

DEFINE

- **Criminal Justice System Gaps:** CGL assessed the current criminal justice system practices and identified gaps that could reduce the dependence on incarceration.
- **Identify Factors Driving Jail Population:** Through stakeholder interviews and system analysis, CGL identified key factors contributing to the detention population at LMDC.
- **Jail Population/Bed Needs Analysis:** CGL conducted an analysis of the current population and developed projections of future bed needs based on system trends and population dynamics.
- **Benchmarking:** CGL benchmarked LMDC against modern correctional facilities to determine where current space and operational limitations fall short of contemporary detention standards.

ANALYZE

- **Findings:** Drawing from the comprehensive data collected and assessed, CGL synthesized key findings to identify system-level gaps, operational inefficiencies, and opportunities to reduce the demand for jail beds; these findings informed strategies to strengthen the overall effectiveness of the local criminal justice system.

PLAN

- **Recommendations:** Based on the analysis, CGL developed actionable recommendations to improve the system-wide performance; these include proposed changes to current justice system practices and strategies to modernize or replace the existing detention facility in alignment with future operational and population needs.

Louisville Metro Criminal Justice System Overview and Assessment

SYSTEM OVERVIEW

The criminal justice system in Louisville Metro is not overseen by a single governing body, but rather it functions as a complex, multilayered network of local, county, state, and federal agencies, each with distinct roles, responsibilities, and authorities. Understanding this complexity is critical when developing and implementing system-level reforms or facility changes.

Louisville Metro Government's Role: Louisville Metro Government (LMG) was established in 2003 through the merger of the former City of Louisville and Jefferson County governments. While LMG delivers many core services and plays a significant role in the local criminal justice landscape, it does not manage the criminal justice system in its entirety.

LMG is directly responsible for:

- **Operating the Louisville Metro Police Department (LMPD):** LMPD is the largest law enforcement agency in Kentucky and serves as the primary policing body for the community.
- **Operating the Louisville Metro Department of Corrections (LMDC):** LMDC manages the main jail facility, intake and booking functions, and the custody of individuals awaiting trial or serving short sentences. It also operates alternative programs, including the Home Incarceration Program (HIP) and the Day Reporting Center.
- **Overseeing emergency communications and public safety coordination:** Through MetroSafe and other departments, LMG supports 911 response, crisis intervention, and behavioral health deflection services like the Crisis Call Diversion Program.
- **Funding and administering community-based public safety initiatives, including:**
 - Reentry planning and service navigation for individuals exiting custody
 - Violence reduction efforts led by the Office of Violence Prevention
 - Behavioral health and harm reduction services in collaboration with nonprofit providers
- **Staffing and supporting the Louisville Metro Criminal Justice Commission (CJC):** The CJC is a central, cross-agency coordinating body that brings together criminal justice system leaders—including judges, prosecutors, public defenders, corrections staff, law enforcement, and community partners—to support evidence-based policy, data sharing, and collaborative system planning.

Other Law Enforcement Agencies: While LMPD is the primary law enforcement agency, Louisville Metro is also home to over 30 independent police departments, including the Jeffersontown, Shively, and St. Matthews police departments that operate outside of LMG's control.

Detention and Jail Operations: LMG is responsible for the operation of the main jail facility, located in downtown Louisville. The facility houses both pretrial and short-term sentenced individuals. Like many urban jails, LMDC faces ongoing challenges related to overcrowding, aging infrastructure, staffing shortages, and increasing medical/behavioral health needs among individuals in custody.

LMDC plays a critical role in managing a high-turnover population. A large percentage of individuals booked into the jail are released within 24 to 48 hours, underscoring the system's continued reliance on short-term detention. To support alternatives to incarceration, LMDC also operates a Home Incarceration Program (HIP) with a capacity of 850 participants and a Day Reporting Center that can manage up to 50 individuals. At the time of this report, both programs had excess capacity, with HIP operating at approximately 650 participants and fewer than 30 individuals enrolled in the Day Reporting Center.

State-Controlled Components: Several core components of the criminal justice process in Louisville fall under the jurisdiction of the Commonwealth of Kentucky. These include:

- District and Circuit Courts
- Specialty Courts (Drug Court, Mental Health Court, Veterans Court, etc.)
- Pretrial Services
- Probation, Parole, and Prison Reentry
- Kentucky Department of Corrections

These functions are administered by the Kentucky Judicial Branch, primarily through the Administrative Office of the Courts (AOC), and the Kentucky Justice and Public Safety Cabinet. LMG has no authority over court operations, judicial decisions, or pretrial practices, but works in partnership with these agencies.

Several independently elected officials play essential roles in the local criminal justice system:

- The Jefferson County Attorney's Office (JCAO) is responsible for prosecuting misdemeanors, enforcing child support, and serving as legal counsel for LMG.
- The Office of the Commonwealth's Attorney (CAO) oversees felony prosecutions within Jefferson County.
- The Attorney General's Office (AG) serves as the state's top prosecutor and legal officer with authority that extends statewide.

These offices operate independently of LMG and are accountable to the public through state elections.

Federal Criminal Justice Presence: Louisville Metro hosts a range of federal law enforcement and judicial entities, including:

- Federal Bureau of Investigation (FBI)
- Drug Enforcement Administration (DEA)
- Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF)
- U.S. Marshals Service
- U.S. Attorney's Office – Western District of Kentucky

These agencies investigate and prosecute violations of federal law and detain individuals separately from state or local processes.

Criminal Justice Commission (CJC): Given the fragmented nature of criminal justice responsibilities across federal, state, and local entities, coordination is essential. The CJC serves as the central coordinating body, bringing together stakeholders from all levels of government as well as community advocates and service providers. With over five decades of experience, the CJC holds a unique position focused on systemic coordination and collaboration in public safety and justice system improvement.

WHY THIS COMPLEXITY MATTERS

The fragmented nature of the criminal justice system in Louisville Metro means that no single entity has full control over system operations. Instead, meaningful reform requires collaboration, coordination, and a shared vision across multiple jurisdictions. For example:

- Reducing jail population requires cooperation between local law enforcement, state courts, pretrial services, and prosecutors.
- Facility replacement or redesign must consider the needs of multiple agencies with varying missions and oversight structures.
- Implementing meaningful programmatic reforms in the criminal justice system hinges on collaboration and coordination between local and state agencies, ensuring that policies are tailored to community needs and consistently applied across jurisdictions.
- Effective justice system reform must be grounded in a realistic understanding of this interdependent structure. Any recommendations must be tailored to agency-specific authority, while fostering the cross-agency alignment, accountability, and shared outcomes.

STRENGTHS

- **Unified City-County Governance:** The merged government supports coordinated planning, policy development, and data sharing across justice system departments—an advantage not present in jurisdictions with separate county and municipal governments.
- **Established Diversion Programs:** The system has invested in pretrial services and support; specifically, specialty courts such as Drug Court, Mental Health Court, and Veterans Court; and providing alternatives to incarceration for individuals with behavioral health needs.
- **Established Criminal Justice Commission (CJC):** The CJC serves as a long-standing coordinating body that brings together stakeholders from local, state, and federal levels. Its more than 50-year history of strategic planning, research, and collaboration is considered a national best practice.

CHALLENGES

- **Jail Overcrowding and Facility Limitations:** LMDC operates out of an aging facility originally designed as an office building for a sewer department, resulting in significant safety, operational, and design limitations.
- **Staffing Shortages:** Like many jurisdictions, LMDC faces staffing shortages, leading to increased overtime and strain on remaining staff. These shortages extend to other parts of the justice system, including behavioral health services, the Public Defender's Office, and law enforcement. The Louisville Metro Police Department currently has a shortage of approximately 300 officers, contributing to a reduction in arrests which in turn has impacted the volume of bookings into the jail.

- **Strain on the Mental Health System:** A significant portion of the jail population has been diagnosed with mental health conditions. Gaps in the broader community mental health system have led to the justice system absorbing responsibility for managing individuals with unmet behavioral health needs.
- **Case Processing and System Delays:** Delays in processing cases have contributed to unnecessarily long jail stays, specifically for individuals held pretrial or for felony offenses. Stakeholders noted the need for improved coordination and decision-making across agencies. Additionally, evidence of processing delays at the Kentucky State Police Forensic Laboratory have impacted case resolution timelines. In response, LMPD contracted with an out-of-state lab, resulting in faster processing and improved clearance rates.
- **Disparities and Community Trust:** As in many urban areas, concerns persist regarding racial disparities in arrests, detention, and sentencing. Community mistrust, particularly among Black and underserved populations, remains a barrier to confidence in the system.

OPPORTUNITIES FOR IMPROVEMENT

- **Enhanced System Collaboration and Data Integration:** The long-standing role of the CJC provides a strong foundation to deepen interagency collaboration, improve data sharing, and support system-wide strategic planning.
- **Expansion of Diversion and Reentry Supports:** Strengthening the use of pretrial diversion programs, community-based treatment, and reentry services could reduce jail population pressures and improve long-term outcomes for individuals.
- **Facility Modernization:** Replacement of the current jail facility would enable implementation of modern correctional design principles, improve safety for staff and incarcerated individuals, and better support behavioral health and rehabilitative programming.
- **System Efficiency Measures:** Streamlining court processes and re-examining bond and detention practices can reduce delays, improve efficiency, and limit unnecessary incarceration.

CRIMINAL JUSTICE SYSTEM ASSESSMENT

CGL's assessment of the current justice system included two primary components, as outlined in the project scope:

- **Stakeholder Interviews:** Through a partnership with The McNary Group, over 40 interviews were conducted with system stakeholders including LMG officials, justice system personnel, service providers, and community advocates.
- **Assessment of Factors Driving Jail Population:** Through data analysis and forecasting, CGL identified key factors contributing to LMDC's detention population, highlighting areas for potential system improvement.

STAKEHOLDER INTERVIEWS

As part of the comprehensive review, CGL, along with our partner, The McNary Group, conducted interviews with over 40 stakeholders within the community. These interviews encompassed a diverse range of individuals, including metro government officials, community providers, and local advocates. Those interviewed include representatives from:

- Seven Counties Services/Crisis Call Diversion
- Interdenominational Ministerial Coalition
- American Civil Liberties Union of Kentucky
- Louisville Urban League
- Jewish Family and Career Services
- University of Louisville/Crisis Call Diversion
- Goodwill Industries of Kentucky
- Metro Office of Housing and Community Development
- The Healing Place
- Kentucky Office of the Attorney General
- Black Leadership Action Coalition of Kentucky
- Jefferson County Public Defender's Office
- Louisville Showing Up for Racial Justice
- Louisville Metro Department of Public Health and Wellness
- Mayor's Office
- Louisville Metro Council
- Louisville Metro Department of Corrections
- Louisville Metro Criminal Justice Commission
- Louisville Metro Police Department
- Kentucky Department of Corrections
- Office of the Commonwealth's Attorney

- Administrative Office of the Courts
- Kentucky Supreme Court
- Jefferson County Attorney's Office
- Jefferson County Courts
- Jefferson County Circuit Court Clerk

The stakeholder interviews were a vital part of the assessment, providing context and insight beyond what quantitative data alone can capture. Participants offered candid perspectives on the strengths, challenges, and future opportunities within the local criminal justice system. While these are not empirical findings, they provide essential qualitative context for understanding how policies and practices are experienced by those who work within or are impacted by the system. The following themes emerged across the interviews and complement the report's data-driven findings:

MAJOR INTERVIEW THEMES

PROGRAMS & SERVICES

- Interviewees emphasized that current services, particularly in mental health, substance use, and case management, struggle to meet the needs of incarcerated individuals.
- Various alternatives to detention programs (e.g., Home Incarceration Program, Misdemeanor Intensive Probation, Specialty Courts) have available capacity and would benefit from increased referrals to maximize their impact.

INTERDEPENDENT COMPONENTS IN THE CRIMINAL JUSTICE SYSTEM

- Interviewees emphasized that cooperation among law enforcement, courts, corrections, and community providers could be strengthened to better align goals and improve outcomes.
- Interviewees acknowledged that several agencies have recently invested in new technology systems: LMDC implemented a new jail management system in 2024, and AOC is adopting a new case management platform through Tyler Technologies. While these upgrades represent significant progress, stakeholders consistently noted the ongoing challenge of integrating these systems resulting in interoperability that continues to impede real-time data sharing and cross-agency decision-making.

PREVENTION & COMMUNITY-BASED ALTERNATIVES

- Interviewees reported that the Crisis Call Diversion Program operates 24/7 and is viewed as a valuable asset. The sustainability of this critical program will expand its reach and impact.
- The Community Care Campus has opened a temporary shelter for families experiencing homelessness, providing short-term relief while a permanent family emergency shelter is under development.
- Many interviewees emphasized the importance of managing individuals before they enter jail or reach trial. They advocated for reforms such as expanded citation in lieu of arrest, reduced, or eliminated bail for low-level offenses, and revisions to pretrial risk assessments.

CONTRIBUTING FACTORS & ROOT CAUSES

- Structural issues such as housing instability, untreated mental illness, substance use, and poverty continue to be major drivers of criminal justice involvement and incarceration. Evictions and homelessness were identified as factors that increase recidivism, underscoring the need for more robust and affordable housing options.

FACILITY: OPERATIONS, DESIGN, AND CONDITION

- The LMDC facility is widely viewed as outdated and insufficient. Interviewees cited poor design, overcrowding, and limited space for rehabilitative programming as ongoing obstacles to progress. Calls for a new or significantly renovated facility, potentially relocated outside the downtown core, were a common theme across interviews.
- Despite these physical limitations, the current jail administration was praised for its leadership and innovation. Examples include the introduction of Narcan in housing units, transition of a dorm into a medical infirmary, expansion of in custody program offerings, and the hiring of a Chief Executive Psychologist. It was noted in the interviews that these initiatives continue to be constrained by the facility's aging infrastructure.

THE SEQUENTIAL INTERCEPT MODEL

The Sequential Intercept Model (SIM) was originated in the early 2000s by Mark Munetz, Patricia A. Griffin, and Henry J. Steadman¹. SIM was developed in response to the growing recognition that many individuals in the criminal justice system have unmet behavioral health needs. It was designed to create intervention opportunities at different stages of the justice process to reduce criminal justice involvement while improving access to treatment and community-based care.

The SIM consists of six intercepts in a community, each representing a critical point where diversion, treatment, or intervention can be applied to reduce an individual's involvement or further progression into the criminal justice system. As a result, the model helps communities explore community strengths and service gaps in order to strategically plan interventions aimed at preventing additional criminal justice involvement.

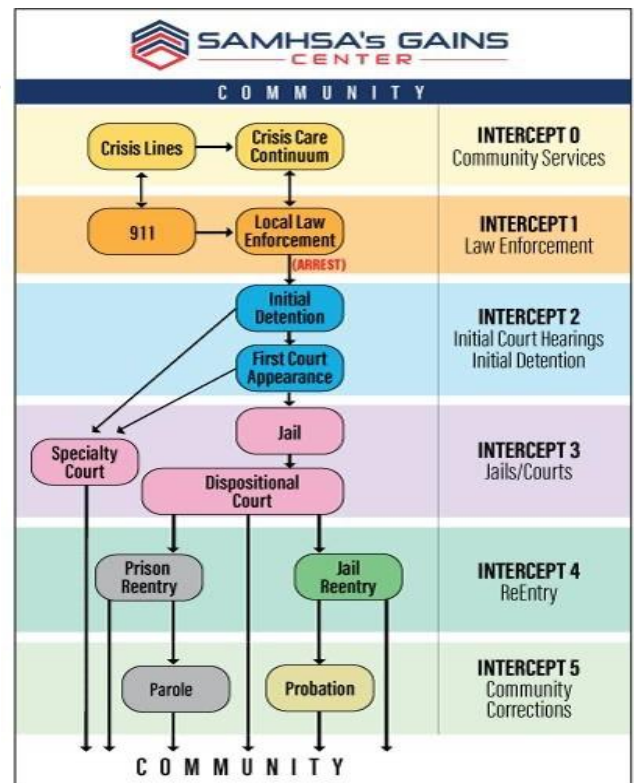
The focus of each intercept is as follows:

Intercept 0 (Community Services): Focuses on preventing justice system contact entirely through accessible mental health, substance use, housing, and crisis services. This intercept aims to address needs before law enforcement or courts become involved.

Intercept 1 (Law Enforcement / Emergency Services): Targets early intervention at the point of crisis or first contact with police or first responders. This includes crisis intervention teams, co-responder models, and diversion programs designed to resolve situations without arrest.

Intercept 2 (Initial Detention / Initial Court Hearings): Provides opportunities for pretrial diversion, specialty dockets, or release alternatives that prevent unnecessary jail stays.

Intercept 3 (Jails / Courts): Focuses on in-custody services, mental health courts, and sentencing alternatives that link individuals to treatment while addressing legal issues.

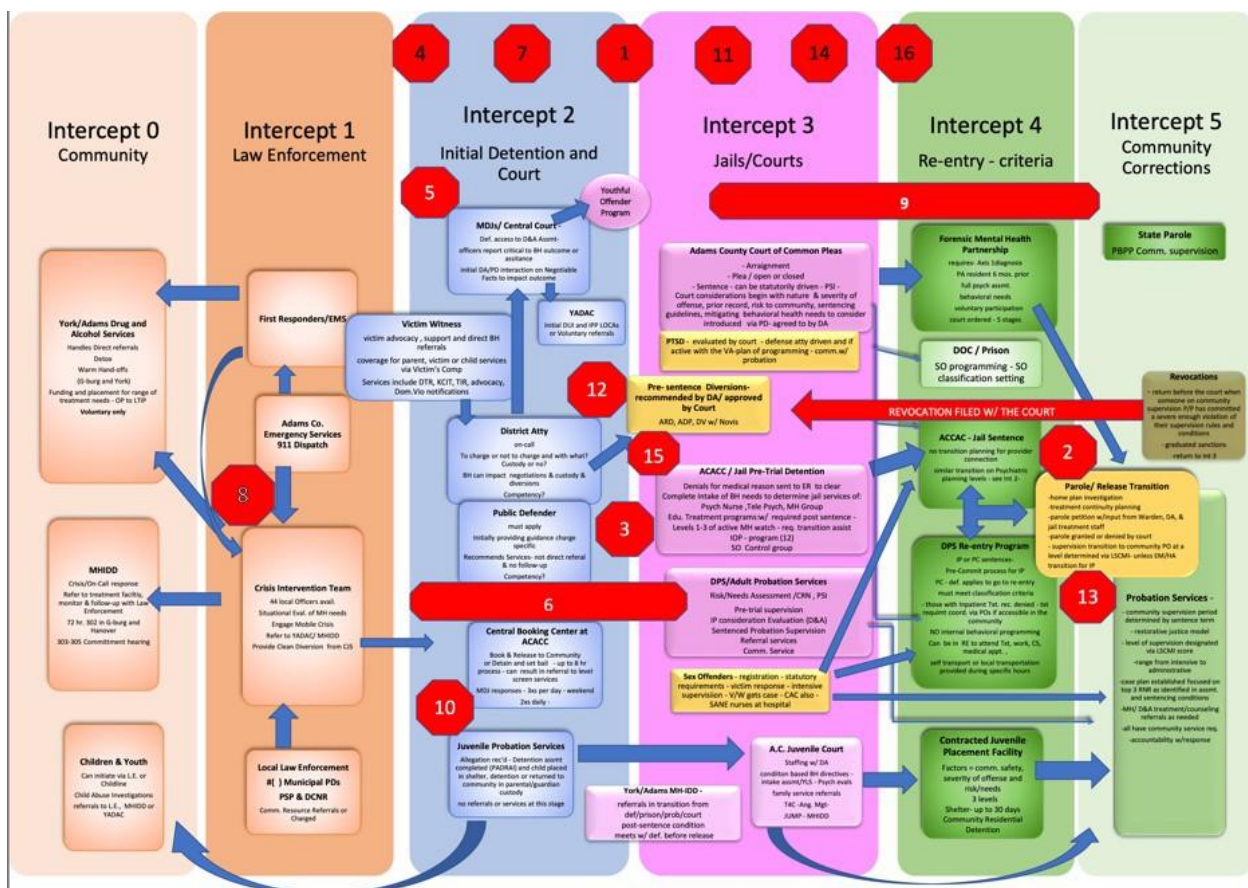


Intercept 4 (Reentry): Supports people transitioning from jail or prison back to the community, aiming to reduce recidivism through coordinated services.

Intercept 5 (Community Corrections): Emphasizes treatment, support, and supervision strategies during probation or parole to promote stability and prevent re-arrest.

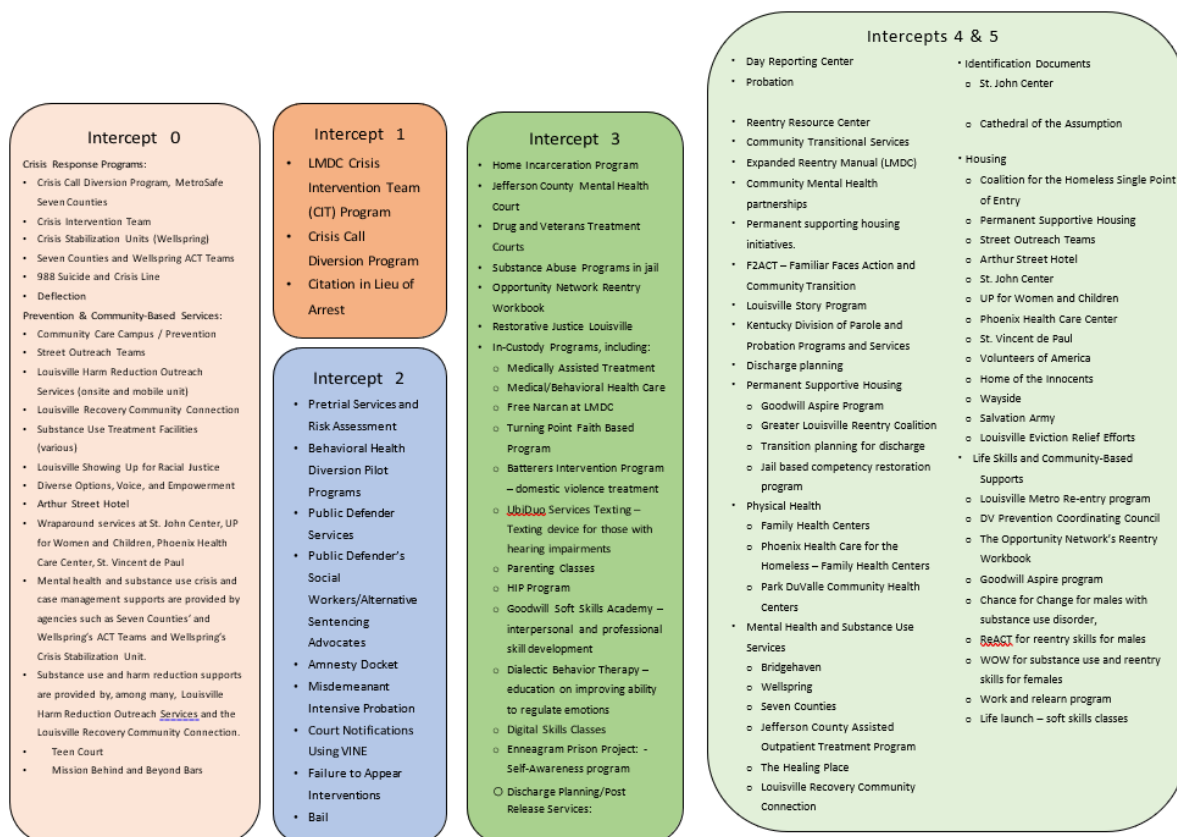
Other communities have successfully utilized the SIM as an evidence-based model to reduce involvement in the criminal justice system. Because the model is interdisciplinary and collaborative, strong working groups are needed to ensure ongoing implementation, evaluation, and advocacy efforts to address community trends and changes. For example, in Adams County, Pennsylvania, the Behavioral Health Committee of the Criminal Justice Advisory Board utilizes SIM mapping to identify gaps in services. Below is the Sequential Intercept Model published by Adams County. It identifies government funded intercepts only.

Exhibit 7: Adams County, Pennsylvania Sequential Intercept Model



While Louisville Metro has not formally adopted the SIM framework, the RFP for this project recommended its use to structure the system assessment. This report utilizes SIM as a lens to identify existing programs, service gaps, and future opportunities across the local criminal justice system. The assessment draws heavily on stakeholder interviews, supplemented by program inventories and operational data. While this list is not exhaustive and services were not independently verified, it provides a valuable foundation for future planning and cross-system alignment.

Exhibit 8: Non-Exhaustive List of Jefferson County Programs and Services by Intercept



KEY FINDINGS AND FUTURE STRATEGIES:

The following represents CGL's findings and conclusions based on the intercept information collected. It should be seen as a starting point for documenting intercepts for the model as most of the information was collected through interviews and has not been validated by the quality or depth of each intercept program listed.

INTERCEPT 0: COMMUNITY SERVICES / CRISIS RESPONSE

The local criminal justice system offers a broad range of front-end services designed to divert individuals from justice system involvement. These include the Crisis Call Diversion Program, MetroSafe coordination, Crisis Intervention Teams (CIT), crisis stabilization units, and numerous community-based services such as harm reduction outreach, wraparound supports, street outreach, and treatment facilities.

Future Strategy: Further integration of these services and improved data-sharing with first responders could enhance early intervention and reduce preventable justice system contact.

INTERCEPT 1: LAW ENFORCEMENT / INITIAL RESPONSE

The local system utilizes several best-practice approaches including Crisis Intervention Teams, citation in lieu of arrest, and 24/7 call diversion. These efforts reflect a strong commitment to alternatives to arrest and crisis de-escalation.

Future Strategy: Expanding co-responder models that pair clinicians with law enforcement could improve diversion outcomes and reduce unnecessary bookings.

INTERCEPT 2: INITIAL DETENTION / INITIAL COURT HEARINGS

Pretrial services include validated risk assessments, diversion dockets, bail alternatives, public defender social work, failure-to-appear interventions, and amnesty dockets. These tools support a data-driven, equitable approach to early case resolution and detention reduction.

INTERCEPT 3: JAILS / COURTS

LMDC provides in-custody programming, behavioral health services, and reentry planning. Specialty courts and sentencing alternatives support treatment over incarceration. Stakeholders noted that facility limitations, particularly overcrowding and space constraints, reduce the reach and effectiveness of these programs.

Future Strategy: Investments in staffing and modernized facility infrastructure would expand program access and improve in-custody service delivery.

INTERCEPTS 4 & 5: REENTRY / COMMUNITY CORRECTIONS

Jefferson County offers a broad array of reentry support including housing navigation, employment readiness, life skills training, and community supervision. These programs are consistent with national best practices and aim to stabilize individuals post-release and reduce recidivism.

Future Strategy: Enhancing housing access and strengthening employment pipelines could further support long-term stability for individuals reentering society.

OVERALL ASSESSMENT

The local criminal justice system demonstrates strong alignment with the SIM framework across all six intercepts. Many programs reflect best practices seen in larger jurisdictions, and the community has a robust network of government and nonprofit providers supporting diversion, treatment, and reentry. While challenges remain in enhancing housing and employment supports, and modernizing facility infrastructure, the current system offers a strong foundation for enhancing cross-sector collaboration and building a robust, coordinated, responsive continuum of care.

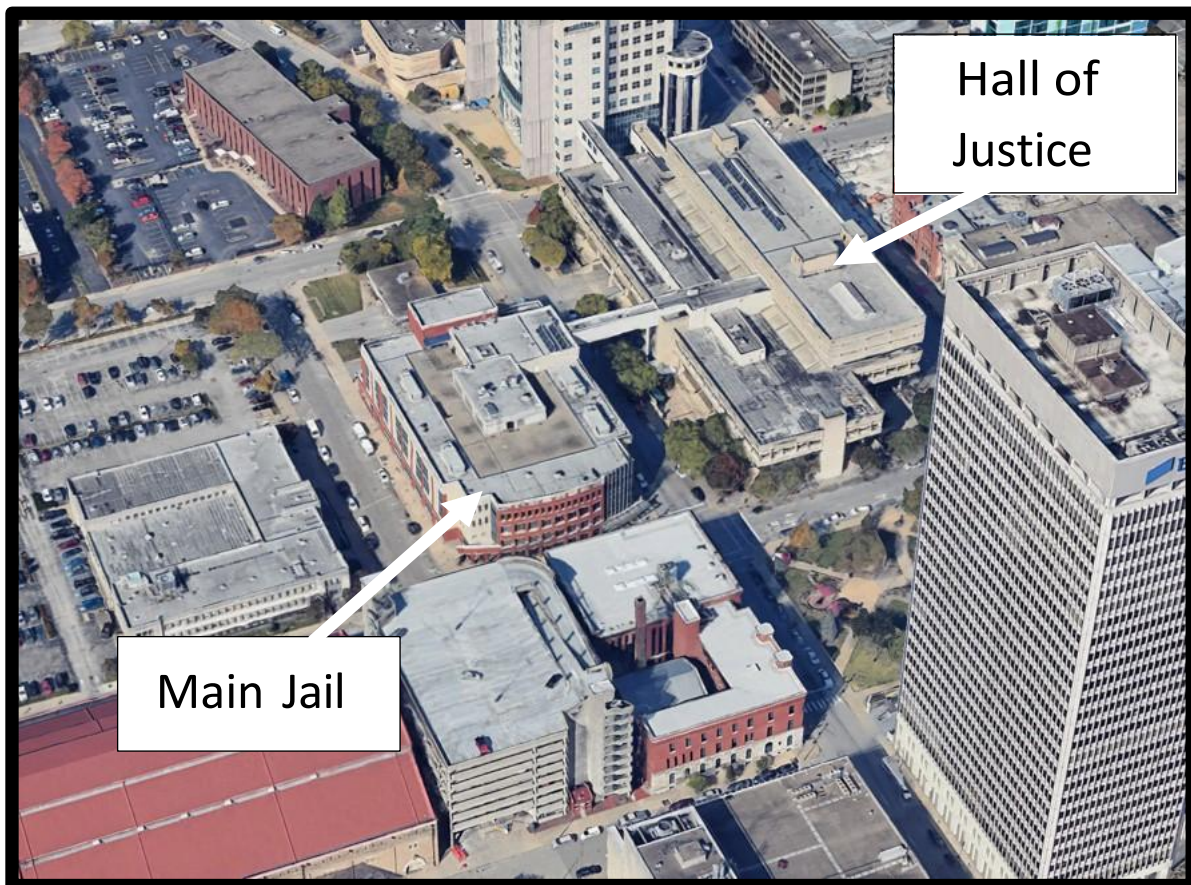
LMDC Background and Operational Assessment

LMDC History: The Louisville Metro Department of Corrections (LMDC) was constructed around an existing Metro Sewer District Office Building that was built in 1968. The design of LMDC expanded this office building on all four levels and it opened as Louisville's main jail in 1999.

The current complex includes the Main Jail, located at 400 S. 6th Street in Louisville, KY, as well as use of specific areas within the adjacent Hall of Justice (HOJ), located at 600 W. Jefferson Street. The LMDC complex (to include the Main Jail and HOJ) sits in an urban area surrounded on all sides by other government buildings, businesses, and busy metropolitan roads.

Along with the development of the Main Jail in 1999, a secure pedestrian and service corridor between the Main Jail and the 4th floor of the HOJ was established to connect the two structures physically and securely.

Exhibit 9: Aerial – Main Jail and Hall of Justice



LMDC Mission: The mission of LMDC is to “enhance public safety by controlling and managing individuals in a safe, humane, and cost-efficient manner consistent with sound correctional principles and constitutional standards.” There is a growing emphasis on maintaining an innovative workplace that promotes a safer, healthier community by providing services and programs for the appropriate management and support of individuals in custody.

LMDC Capacity: Historically, LMDC maintained a capacity of 1,919 beds and at times housed over 2,000 individuals. Over time, capacity was reduced, including the removal of 126 beds over the former LMPD headquarters in 2018 and the closure of the 440-bed Community Corrections Center (CCC) in May 2020 as part of the COVID-19 response and LMDC staffing challenges. Both structures have since been demolished, resulting in a rated capacity of 1,353 beds.

During CGL’s site visit, LMDC was actively working to incrementally maximize bed capacity through internal housing reconfigurations. For example, as of the release of this report, the facility’s rated capacity has increased from 1,353 to 1,373 beds as a result of converting single-occupancy cells on the sixth floor east walk into dormitory-style housing.

Recent Facility Improvements: LMDC leadership has undertaken several targeted projects to enhance security and housing within the facility. These include:

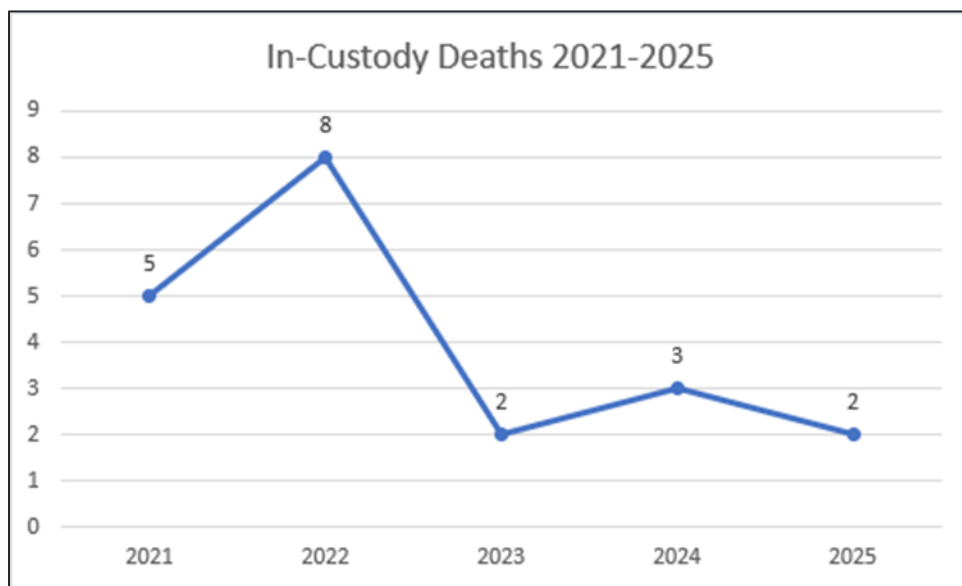
- Transformation of a dormitory housing unit into a 7-bed infirmary
- Installation of security screens at the trash/loading dock to help control the introduction of contraband into the facility
- Narcan availability and usage alert system throughout the facility
- Canine Unit and Special Operations training and storage area
- Installation of the Guardian Electronic Monitoring system
- Restructuring the gymnasium in order to double the opportunities for recreation
- Creation of a Corrections Transportation Unit to securely transport incarcerated individuals offsite

It is evident that the current jail administration has made every effort to adapt the facility to meet the demands of modern correctional operations. The facility has been stretched to its absolute limits, with administrators skillfully repurposing every usable space to address evolving needs. The building’s design has reached a point where no amount of creativity or adaptation can overcome its fundamental structural limitations.

LMDC CRITICAL INCIDENTS

Between April 2021 and April 2022, LMDC experienced nine in-custody deaths due to suicide, overdose, and natural causes, accounting for nearly half of the 20 critical incidents that occurred between 2021 and early 2025. Each of these losses is a tragedy, and they served as a catalyst for meaningful change. In April 2022, the newly appointed jail administration came in with a renewed vision to improve conditions for both incarcerated individuals and staff. Under the new administration the department prioritized three core areas: operational security, the safety and well-being of both incarcerated individuals and staff, and the recruitment and retention of qualified personnel. Since then, a broad range of initiatives have been launched to address urgent needs around suicide prevention, drug interdiction, and behavioral health. These include halting the flow of contraband, expanding evidence-based programming, enhancing staff training, and increasing access to mental health care through the hiring of a full-time psychologist. Suicide-resistant housing has also been implemented, alongside new technologies and stronger partnerships with community organizations. Together, these efforts reflect a deep and ongoing commitment to creating a safer and more supportive correctional environment.

Exhibit 10: In-Custody Deaths



LMDC OPERATIONAL ASSESSMENT

Overview: Interviews and findings from the study consistently revealed that the existing detention facility is largely ineffective. There was a consistent perception that the facility is unable to meet

modern correctional standards, particularly in areas requiring expanded treatment, programming, and operational efficiency. The facility's design, originally adapted from a former sewer district office building, reflects the constraints present at the time of construction, which continue to affect the facility's layout and operations. Significant limitations are evident in nearly every aspect of jail operations, including poor sightlines, narrow hallways, insufficient space for treatment and programming, and inadequate accommodations for staff. These deficiencies heighten the risk of assaults, increase opportunities for contraband activity, delay emergency response, and restrict access to essential services.

In addition to compromising safety and security, these factors contribute to a stressful and challenging work environment, making it more difficult to attract and retain qualified staff. They also negatively impact the broader environment by reducing the overall effectiveness of programming and rehabilitation efforts, further straining community resources.

While it is possible that LMDC was better equipped to meet its mission at the time it opened, the past decade has brought significant changes to the standards and expectations governing local detention facilities. These evolving requirements have increased the complexity of detention operations and management, demanding greater sophistication, enhanced programming, and improved physical spaces to support effective service delivery. These changes include:

- **Shifts in Population Types:** Today's detention facilities are increasingly characterized by a significant proportion of individuals requiring mental health support. Like LMDC, many facilities report that up to 40% of their population is on some form of mental health caseload. Effectively managing a population with such needs requires distinct operational practices, purpose-built spaces, and specialized environments to ensure appropriate care and safety.
- **National Litigation:** National litigation has influenced the provision of healthcare and mental health services in correctional settings across the United States., raising the expected standard of care. This presents a particular set of challenges for older facilities like LMDC, which were not originally designed with modern requirements. Additionally, litigation concerning out-of-cell time and solitary confinement has led to substantial changes in restrictive housing practices and the design of those units.
- **National Mandates:** The Americans with Disabilities Act (ADA) and the Prison Rape Elimination Act (PREA) have had considerable impacts on the design of modern detention facilities, enhancing accessibility and compliance.

- **COVID-19 Pandemic:** Although the pandemic has subsided, its impact on correctional facility design remains significant. Modern contemporary design standards now incorporate considerations for social distancing and physical separation, prompting a reevaluation of predominantly open dormitory-style housing units, such as those found at LMDC. These evolving standards emphasize the need for multifunctional spaces that support flexibility in operations, programming, and infection control.
- **Correctional Officer Shortages:** Over the past decade, particularly in the last five years, the appeal of correctional officer positions has undergone a significant shift. While these roles once attracted lengthy waiting lists, today correctional systems across the United States face growing challenges related to recruitment and retention. These issues have emerged as some of the most pressing concerns in the field. In response, modern correctional facility designs increasingly prioritize improved working environments for staff, including the incorporation of dedicated spaces that support staff wellness, functionality, and retention.
- **Increased Societal Expectations:** Decades ago, jails were primarily viewed as temporary holding facilities for individuals awaiting disposition of their cases, with little emphasis on providing meaningful programming. Minimal consideration was given to opportunities that could support an individual's chance of improving themselves and their success upon release. Today, there is a broad expectation that county jails provide access to impactful programs and treatment services that address underlying needs and support long-term outcomes.

OPERATIONAL ASSESSMENT

To objectively assess the facility's capacity to meet contemporary correctional operational requirements, CGL conducted a comprehensive operational evaluation. This assessment examined how effectively the existing facility aligns with the current standards and requirements under which LMDC must operate. As part of this process, CGL identified where the layout and design of existing spaces either support or impede daily operations.

The Operational Assessment includes an overall rating for the facility, along with individual ratings for each of the following jail components:

- Housing Spaces
- Program Spaces
- Medical Spaces
- Mental Health Spaces
- Kitchen/Dietary

- Administration/Support
- Staff Wellness Areas
- Infrastructure Support
- Adjacencies
- Accessibility
- Compliance with Standards
- Circulation
- Expansion Capabilities
- Operational Costs

OPERATIONAL ASSESSMENT RATING

For an operational assessment, CGL's overall rating represents an appraisal of how well a facility's entire physical plant meets its intended purpose and supports its mission and operation. The three potential ratings are:

FULLY MEETS: The facility is well designed to meet its mission, the needs of its target population, and current and planned program/service offerings. Facility design and layout are efficient from a staffing standpoint. Line of sight in units and across the facility is good. Programming space is sufficient to support program goals. The location of functional spaces supports secure and effective operations. Design and layout establish an environment that supports the facility and agency mission. Design supports modern correctional standards and requirements.

PARTIALLY MEETS: The facility design is somewhat supportive of the facility's mission, however, there may be layout/design issues that impact system efficiency and are not supportive of current and future correctional practices. This may include a degree of lack of space for programs/services, outdated design, inefficient layout, and some inability to comply with national standards.

DOES NOT MEET: The facility design does not reflect modern correctional practices or the goals of the jurisdiction. The design and layout create additional staffing needs, negatively impacts safety and security, and reflect outdated correctional philosophies. Functional components and adjacencies are inappropriate and complicate facility operations. (Examples, aging linear housing units, poor line of sight, lack of program spaces, undersized treatment spaces, program spaces located in inappropriate locations.)

The following represents LMDC's operational assessment:

LMDC – OPERATIONAL ASSESSMENT



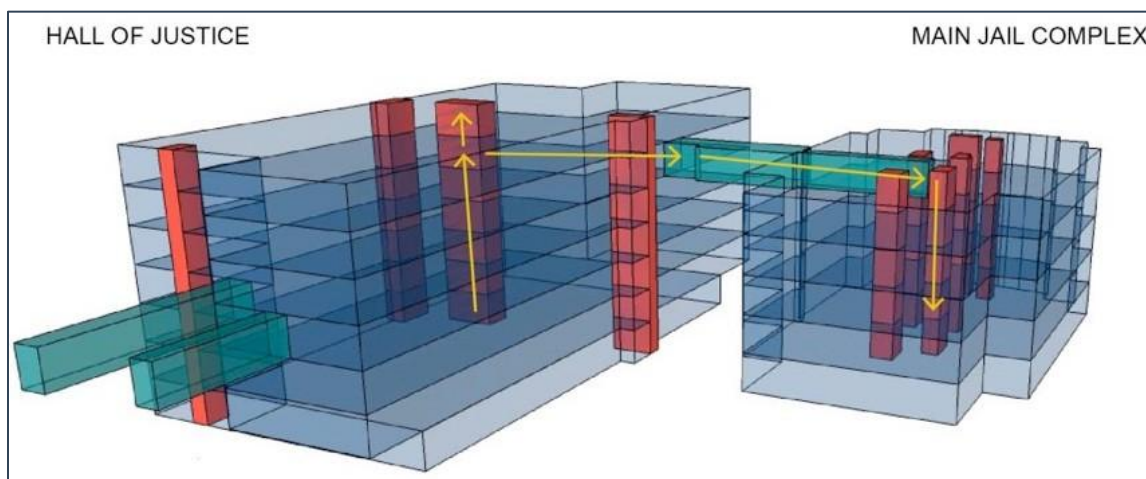
Overall Operational Assessment Rating:	 DOES NOT MEET	Total Square Footage:	243,700
Year Opened:	1999 (Main Jail's original construction in 1968; Hall of Justice in 1976)	Deferred Maintenance Needs:	\$11.33 million
Total Acreage:	N/A – Urban Setting	Last ACA Accreditation:	2017
Rated Capacity (12/30/2024):	1,353	Security Staff Vacancy Rate:	4%
Population (12/30/2024):	1,367	Corrections Off. Trainee – CO2 Vacancy Rate:	4.4%
Population as Percent of Rated Capacity:	101%	Per Capita Cost:	\$49,275
Housing Styles:	Primarily Open Dormitory with some secure cells		
Population Type:	All classifications, male and female		

LOUISVILLE METRO DETENTION CENTER RATING

The overall operational assessment rating for LMDC is “DOES NOT MEET.” The facility’s design and layout are fundamentally incompatible with its core functions, including the safe and secure supervision of individuals in custody, and the effective delivery of programming and treatment services.

**DOES
NOT
MEET**

Exhibit 11: LMDC Complex Layout

**MAIN JAIL**

The Main Jail and its internal components are severely fragmented, resulting in a layout that is highly inefficient in supporting the safety and security of both staff and incarcerated individuals. Additionally, the facility lacks adequate space to deliver meaningful programming, further limiting its ability to meet the needs of the population it serves.

The challenge of monitoring activity in a multitude of small dormitories, single cells, and limited program spaces is further compounded by limited visibility within these areas. The current configuration of circulation pathways and unit layouts results in poor sightlines into housing areas, with numerous blind spots that cannot be observed from the main corridors where officers frequently patrol.

THE HALL OF JUSTICE

The Hall of Justice (HOJ) also presents significant operational challenges. Designed nearly 50 years ago, the HOJ comprises a six-story building, which includes mechanical and support areas on the fourth floor, and two basement levels. Constructed primarily of concrete, the HOJ features large window openings, and its exterior design reflects the internal functions it was intended to serve.

At the time of its construction, different standards governed the design of correctional facilities. As a result, the size of cells, the inclusion of bar fronts to the cells and windows, and the limited dayroom space fall short of meeting current minimum standards. Notably, the open-grate cell fronts and barred windows

pose a significant suicide risk if the cells were to be utilized. In response, the current LMDC administration is actively working to address these design deficiencies, and as of the release of this report the work is now complete.

Additionally, the distance between secure passageways connecting the Main Jail and the HOJ requires coordination. Elevators are available but heavily relied upon for routine operations, including meal deliveries, and escorting individuals to and from recreation, medical visits, job assignments, programming, and clinical services. As a result, the vertical design of the facility contributes to a staff-intensive environment and requires significant coordination to maintain daily operations efficiently.

Exhibit 12: Hall of Justice and Secure Passageway to Main Jail



In the HOJ, achieving direct line-of-sight to all cell fronts is impossible due to the building's configuration. While video surveillance capability has improved in recent years, they remain limited.

During CGL's site visit, it was observed that space within the Main Jail and HOJ is currently being utilized to its maximum capacity. As a result, there is no internal space available for further expansion. A significant reconfiguration of the existing space would require taking a large portion of the facility offline. This would necessitate temporary alternative housing at a different location for the duration of the renovation. Compounding this challenge, the facility is bordered by city streets and an urban environment on all sides, making horizontal expansion not feasible. The only option would be to add additional floors, which may not be achievable due to structural limitations.

Despite these challenges, the facility appeared to be well-maintained, with ongoing efforts to reassign housing and office space. Preventative maintenance and upkeep were found to be in good condition, and several capital improvement projects were underway. In general, the facility suffers from a shortage of storage space, recreation areas, and designated spaces for medical and mental health observation and treatment. Many of these critical functions are forced into makeshift locations, including hallways which are filled with equipment and overflow from various departments. More office space for non-contact staff is needed.

The LMDC Executive Team was observed to be well-informed and engaged in all aspects of facility operations. The overall culture of the facility was positive, with staff and incarcerated individuals interacting openly and constructively with one another and with the CGL team. The comradery amongst the administration and line staff promoted a positive atmosphere and team concept. Each staff member interviewed by the CGL team was complimentary of facility leadership and their ongoing efforts to make improvements within the jail. Staff indicated they felt the leadership was moving the facility in a positive direction. As one staff member stated, "A tourniquet has been applied to Metro."

Other facility inefficiencies include:

- LMDC's current design requires a separate control room on each floor, each of which must be staffed 24/7. This layout increases staffing demands and operational costs compared to modern facilities, which typically utilize a single master control room to manage all door controls throughout the building.

- The intake, transfer, and release area does not provide the physical layout or space needed to process the current volume of individuals entering, transferring, or leaving the facility.
- The LMDC Maintenance Unit lacks adequate space to support the number and size of buildings under its responsibility.
- PREA concerns exist throughout the facility as privacy is limited during searches and restroom use.
- There is a lack of healthcare space and infirmary beds.

The following Exhibit provides an individual rating by facility component.

Exhibit 13: Breakdown of Rating by Facility Component

Rating Factors	Rating	Notes
Housing	DOES NOT MEET	The housing unit design and layout are not supportive of facility safety and programming needs. The line of sight for security observation is poor, and the linear design requires the officer station to be a great length from adequate observation. The majority of the housing spaces are open dormitory style, making separation of the population more complex. The location of housing for kitchen workers is extremely poor and remote.
Programs	DOES NOT MEET	There are insufficient program spaces to support the current number of programs being offered. The lack of available spaces limits current and new programming opportunities.
Medical	DOES NOT MEET	The infirmary and medical housing spaces do not fully meet the needs of the incarcerated population. There is a constant need to prioritize patient level of care in the medical area to determine housing appropriateness. LMDC recently renovated a general population dorm-style housing unit into a 7-bed infirmary ward to increase bed space for those residents in need of care. There were adequate negative pressure rooms available. The staff areas were insufficient. Medical staff support spaces within the medical area were being converted to office space to meet expanding staffing needs associated with increased requirements. There has been concerted efforts to expand the medical area by moving walls to acquire space from current food storage and janitorial areas that were adjacent to the medical areas.
Mental Health	DOES NOT MEET	Mental health service space is insufficient. Mental health services are spread throughout the facility. Observation space is limited for the size of population and is shared with isolation cells in the medical area.
Kitchen/Dining	PARTIALLY MEETS	Kitchen spaces are sufficient with good line of sight. The kitchen has been recently renovated and fully supports the needs of LMDC. The kitchen areas were clean, free of slip hazards, and free of drainage and plumbing concerns. However, the location of the kitchen in the basement of the Hall of Justice is problematic.

Rating Factors	Rating	Notes
Intake/Receiving	DOES NOT MEET	Intake uses a combination of open seating with some secure cells. Intake and release spaces are not separated as found in newer facilities, resulting in the potential for contraband issues and cross-contamination for those leaving and those being admitted. There is limited privacy for confidential interviews/assessments. The sallyport is undersized and does not fit a transport bus.
Administration/ Support	DOES NOT MEET	Administrative space was insufficient for the facility size. The current administrative support spaces for custody support staff do not support the needs of LMDC. There are staff working remotely offsite in other downtown buildings despite their job duties requiring specific and frequent access in the secure areas of the jail. There does not exist an adequate amount of space to meet the needs of staff training and meeting spaces collaborative needs.
Technology	PARTIALLY MEETS	LMDC Administration has implemented a significant amount of technology to improve their practices, however, there are technological limitations imposed by the age and design of the existing facility.
Staff Wellness and Training	PARTIALLY MEETS	There are some staff spaces in the facility including a staff wellness area, staff breakroom, and locker rooms. However, the existing staff breakroom spaces (medical unit) are being renovated to provide additional office and program space.
Infrastructure Support	DOES NOT MEET	There are ongoing maintenance needs which require attention. Specifically, the main control room shows signs of cosmetic wear, including broken and missing ceiling tiles that expose mechanical systems typically concealed by the drop ceiling. Additionally, there are visible indications of previous water damage. As of the release of this report, the ceiling tiles have been replaced.
Adjacencies	DOES NOT MEET	Due to the fragmentation of a stacked, multi-level and multi-building facility, the adjacencies that are seen in modern day facilities are not present. Designated spaces do not exist for interview and consultation immediately available to the housing units to facilitate ease of communication between the incarcerated persons and medical, behavioral, mental health, and community providers for various programs.
Circulation	DOES NOT MEET	Interior circulation is poor due to the limitations of a previous century design and the separation of the Main Jail from the Hall of Justice. Additionally, the location of the kitchen in the Hall of Justice basement creates significant issues. Exterior circulation is problematic with limited space for public entrance, sallyport entrance and exit, delivery and maintenance access doors and gates. Due to the urban setting, there is no outer boundary and no outer perimeter road. Major thoroughfares and other urban and government buildings surround the jail.
Accessibility	PARTIALLY MEETS	The ability to accommodate non-ambulatory individuals has been improved. However, there still exists a lack of low bunk bedspace, narrow hallways, and doorways.
Compliance with National Standards	DOES NOT MEET	The facility does not meet ACA unencumbered spaces for most housing units and sleeping areas. ACA and plumbing code ratios are not met in all housing units. Facility does not meet ACA's preferred access to outdoor recreation. Existing indoor recreation areas do not currently meet ACA space requirements.
Expansion Capability	DOES NOT MEET	There is no room inside or outside the secure perimeter for expansion. The existing facilities, including both the Main Jail and the Hall of Justice, are landlocked and surrounded by city streets and buildings.

The LMDC evaluation revealed significant deficiencies across most components, with only a few areas partially meeting expectations. The following provides an explanation of each component rating.

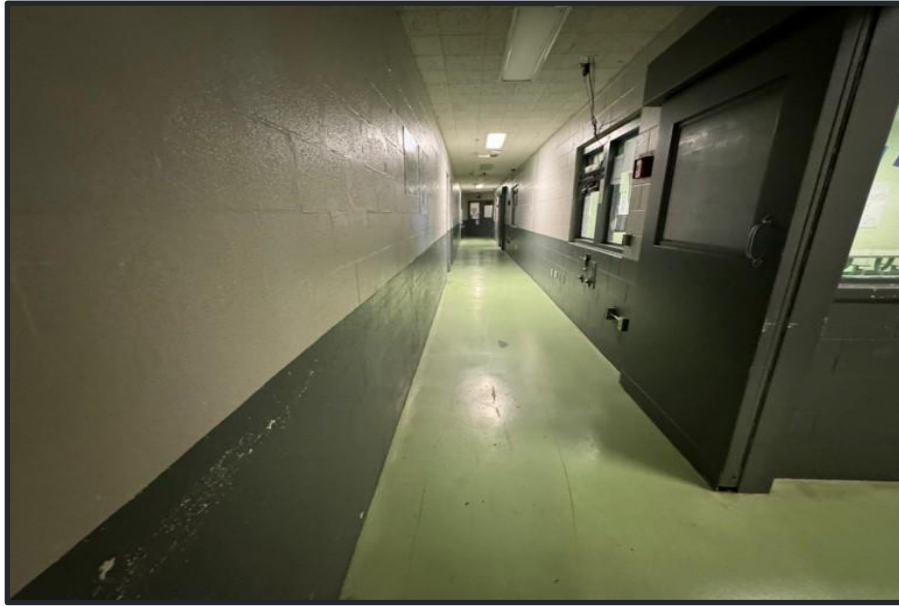
HOUSING UNITS

LMDC's housing units are designed using a correctional management model known as "indirect supervision." This supervision style, common from the 1800s through the 1980s, positions correctional staff outside of the housing unit in secure areas such as control booths or observation corridors. Under this model, correctional staff monitor individuals from a distance and engage in only intermittent interaction, significantly limiting their ability to observe behavior through sight or sound in real time.

Beginning in the 1980's "direct supervision," began to gain traction in detention facilities and jail operations. Today, direct supervision is widely regarded as a best practice for improving safety, enhancing staff working conditions, and supporting positive behavior among incarcerated individuals. In direct supervision models, officers are physically stationed within the housing unit rather than separated by barriers or corridors. This placement enables continuous observation and fosters proactive communication and interaction allowing staff to identify and address issues before they escalate.

Effective implementation of direct supervision requires a facility design that supports clear visibility, accessibility, and staff safety, criteria that LMDC's current design does not meet. LMDC's housing units are located along linear corridors, and observation into the units can only occur when staff are positioned directly in front of the windows to the units. This layout results in poor sightlines and necessitates higher staffing levels to achieve appropriate supervision.

Exhibit 14: Linear Corridors Spanning Housing Units



In modern jails across the country, direct supervision is the preferred model because it promotes staff interaction with the incarcerated population through increased physical presence and improved communication. This approach has been shown to reduce violence, improve behavior, and create a better working and living environment. Due to its current configuration, LMDC cannot accommodate direct supervision, and any attempt to renovate or retrofit the facility to support this model would be impractical and cost prohibitive.

The housing units at LMDC are primarily configured as open dormitories, with each dorm averaging 24 beds. There is a total of 250 single cells, including only seven disciplinary cells designated for females. Due to the limited number of single and restricted housing cells, staff often reduce disciplinary infractions in order to reserve these spaces for the most serious individuals.

Finally, outdoor recreation spaces are non-existent, placing further strain on the limited availability of inside recreational opportunities.

Furnishings throughout both the dormitories and cells are outdated and do not support modern correctional standards. Metal bunk beds (or single beds) are provided, yet individuals were routinely observed sleeping on the floor and on tabletops in “boats,” or temporary beds made of molded plastic.

Exhibit 15: Bunk Beds and “Boats” Utilized to Sleep on Top of Tables

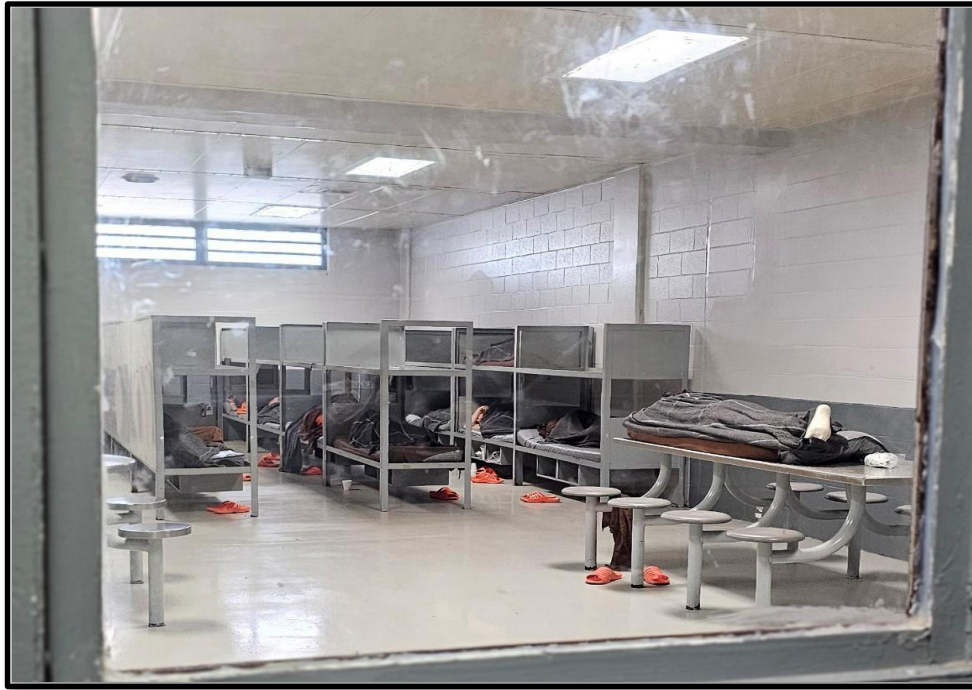


Exhibit 16: Metal Bunk Beds Utilized in Dormitory Settings



Each dorm contains a small dayroom which serves as the primary space for daily activities. Due to the facility's lack of dedicated program areas, these dayrooms are used to host various programs offered at LMDC. The implications of this dual-purpose practice are also addressed in the "Programs" section that follows. A breakdown of the Main Jail and HOJ designated housing is provided in Exhibit 17 and Exhibit 18.

Exhibit 17: Housing Unit Classification and Capacity (MJ) MAIN JAIL COMPLEX

Floor/Unit	Classification	Capacity
1st Floor (J1)		
Dorm 1	Pre-arraignment	24
Dorm 2	Pre-arraignment	24
Dorm 3	HIP Return Dorm	24
Walk 1 (Cells 1-7)	AS Pre-arraignment (Interior wall: ALL)	7
Sub-Total 1st Floor		79
2nd Floor Females (J2)		
Dorm 1A	Detox	24
Dorm 1B	Work aids / General Population 50+	24
Dorm 2A	General Population	24
Dorm 2B	General Population	24
Dorm 3	W.O.W Program	14
Dorm 4 (Cells 1-7)	AS / DS / Pre-hearing Detention (Interior wall: 1-4)	7
Dorm 5A	General Population	24
Dorm 5B	General Population	24
Dorm 6	IMPACT / M.A.T.	24
Dorm 7 (Cells 1-12)	Medical / Mental Health (Interior wall: 1-5, 9-12)	12
Sub-Total 1st Floor		201
2nd Floor Med/MH (J2W)		
Dorm 8	Mental Health	8
Dorm 9	Mental Health	8
Dorm 10	Medical	8
Dorm 11	Medical	5
Dorm 12	Medical	24
Walk 1 (Cells 1-2)	Observation	2
Walk 1 (Cells 3-14)	Mental Health (Interior wall: 3-5)	12
Walk 2 (Cells 1-4)	Medical	4
Walk 3 (Cells 1-8)	Medical	8
Observation #1	Observation/Detox	1
Observation #2	Observation/Detox	1
Sub-Total 2nd Floor Med/MH		79
2nd Floor Total	Females and Medical/Mental Health	280
3rd Floor (J3)		
Dorm 1A	Detox	24
Dorm 1B	M.A.T. ONLY	24
Dorm 2A	MX / Detox Overflow	24
Dorm 2B	MI, ME	24
Dorm 3A	MI, ME	24
Dorm 3B	MX	24
Dorm 4A	Competency Restoration	24
Dorm 4B	H5W Transition Dorm	24
Dorm 5A	ReACT	24
Dorm 5B	IMPACT	24
Dorm 6A	Program Transition Dorm	24
Dorm 6B	Chance for Change	24
Dorm 7 (Cells 1-12)	Mental Health (Interior wall: 1-3)	12
Dorm 8 (Cells 1-12)	Mental Health (Interior wall: 10-11)	12
Sub-Total 3rd Floor		312
4th Floor (J4)		
Dorm 1A	MX	24

Floor/Unit	Classification	Capacity
Dorm 1B	MI, ME	24
Dorm 2A	MI, ME	24
Dorm 2B	MI, ME	24
Dorm 3A	MI, ME	24
Dorm 3B	MI, ME	24
Dorm 4A	Protective Custody	24
Dorm 4B	Adult Education	24
Dorm 5A	MI, ME	24
Dorm 5B	MI, ME	24
Dorm 6A	MI, ME	24
Dorm 6B	MX	24
Dorm 7 (Cells 1-12)	Administrative Segregation (Interior wall: 1-3)	12
Dorm 8 (Cells 1-12)	SORT (Interior wall: 10-11)	12
Sub-Total 4th Floor		312

Exhibit 18: Housing Unit Classification and Capacity (HOJ) HALL OF JUSTICE

Floor/Unit	Classification	Capacity
5th Floor (H5)		
Dorm 1	Honor Dorm	16
Dorm 2	General Population 50+	16
Dorm 3	General Population 50+	16
Dorm 4	Pre-hearing Detention (Interior wall: 1-3)	7
Dorm 5	Honor dorm	16
Dorm 6	General Population 50+	16
Dorm 7	Work-aids / VALOR	16
Dorm 8	Pre-hearing Detention (Interior wall: 1-3)	7
North 1	Disciplinary Segregation *Watchers*	11
North 2	Disciplinary Segregation (Interior wall: ALL)	6
East	Disciplinary Segregation	7
South 1	Disciplinary Segregation	10
South 2	Disciplinary Segregation (Interior wall: ALL)	6
Dorm 9	Razor Restriction (Closed) (Interior wall: 5)	5
Sub-Total 5th Floor		155
6th Floor (H6)		
Dorm 1	MX 40+	16
Dorm 2	MI, ME 40+	16
Dorm 3	MI, ME 40+	16
Dorm 4	Administrative Segregation (Interior wall: 5-7)	7

Floor/Unit	Classification	Capacity
Dorm 5	MI, ME	16
Dorm 6	MI, ME	16
Dorm 7	MX	16
Dorm 8	Telephone Restriction (Open) (Interior wall: 5-7)	7
North 1	CLOSED	11
North 2	CLOSED	6
East	CLOSED	7
South 1	CLOSED	17
South 2	CLOSED	6
Dorm 9	Razor Restriction (Open)	5
Sub-Total 6 th Floor	6 th Floor	162
HOJ-Kitchen (H1)		
East Dorm 1A	Kitchen Work-aid	13
East Dorm 1B	Kitchen Work-aid	13
East Dorm 2	Outside Work-aid	4
West Dorm 1	Kitchen Work-aid	23
Sub-Total Kitchen Housing		53

Population management at LMDC relies heavily on the ancillary beds in the HOJ. Twenty seven percent (370 beds) of LMDC's capacity is in the HOJ, while the remaining 73% (983 beds) is in the Main Jail:

Exhibit 19: LMDC Capacity Breakdown

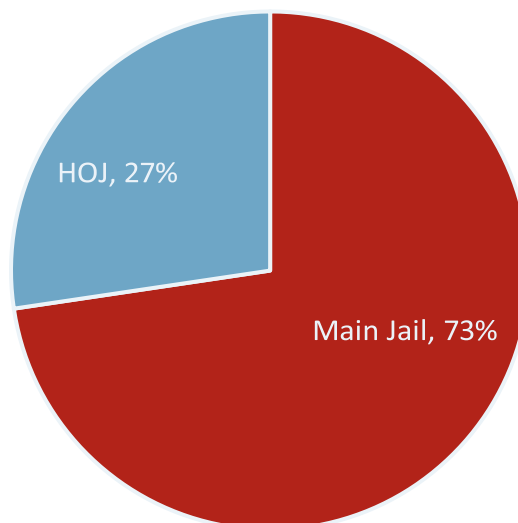
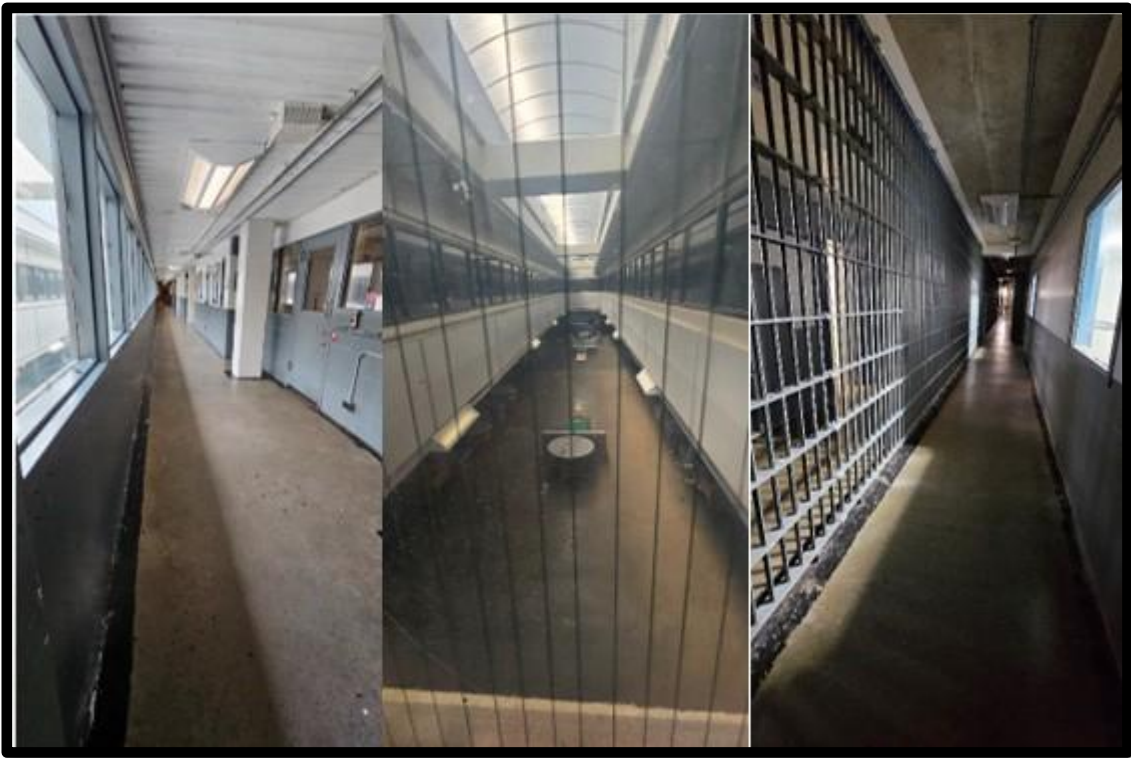


Exhibit 20: LMDC Dormitory Housing and Dayroom

Exhibit 21: HOJ 6th Floor Housing and Observation Sight Lines

The HOJ's 5th and 6th floors exhibit linear housing units with limited dayroom activity space. These housing units are reflective of 1950's construction with open cell fronts covered with bars. As with other housing areas, signs of aging and deterioration were evident. As designed, the housing units do not meet unencumbered space standards and limit the facility's ability to afford adequate out of cell time. The open-grate bar design in this area compromises observation and introduces suicide risk. During the site visit, the individual cells on the east walk of the 6th floor in North 1 and 2, South 1 and 2, and East Walk cells were closed for renovation. LMDC leadership plans to remove the cell bar fronts and repurpose the area into open rooms with a shared dayroom for future use, and as of the release of this report this work is complete.

The linear design significantly limits staff visibility into the housing areas on either side of the dayroom space with virtually no observation from the corridors. Visibility is further obstructed by restroom areas with privacy curtains installed to comply with PREA guidelines. Overall, the 5th and 6th floors require substantial renovation and upgrades to meet modern correctional standards.

While LMDC leadership has taken steps to improve visibility by reconfiguring the bed placement within the dormitory-style housing units, significant supervision limitations persist.

PROGRAMS

LMDC lacks sufficient dedicated space for programming, which restricts its ability to consistently offer rehabilitative, educational, and therapeutic services. Existing multipurpose rooms are frequently in use, often resulting in the need to turn away community partners and service providers seeking to expand access. In response, LMDC has creatively adapted by conducting programs in housing unit dayrooms. While this approach maximizes the use of available space, it presents operational challenges. Only individuals housed in that unit can participate, and non-participants must often be temporarily relocated to prevent disruptions. This results in frequent housing adjustments, complicates classification management, and increases the burden on staff tasked with movement coordination and maintaining facility security. The absence of purpose-built, flexible program space ultimately limits consistent access to services that support rehabilitation and reentry preparation.

Despite these challenges, LMDC has continued to provide a range of evidence-based programs to support the needs of individuals in custody. These programs include:

- **Medication-Assisted Treatment (MAT) Program:** LMDC operates a comprehensive MAT program that provides continuation of care for individuals already engaged in treatment prior to incarceration, as well as induction for eligible individuals during custody. The program includes FDA-approved medications for opioid use disorder, combined with counseling and case management to support recovery and reduce overdose risk. In April 2025, LMDC became the first jail in Kentucky to receive licensure as an Outpatient Treatment Program (OTP), allowing the facility to operate as a certified treatment provider and expand continuity of care for individuals during custody and after release.
- **Jail-Based Competency Restoration Program:** LMDC in partnership with the Kentucky Correctional Psychiatric Center (KCPC) provides in-custody competency restoration services for individuals deemed incompetent to stand trial. The program delivers structured clinical interventions, including psychiatric care, counseling, and skill-building activities designed to restore legal competency while addressing underlying behavioral health needs. Since its inception, the program has directly served 78 individuals and referred 182 individuals to WellSpring for continued treatment and support. This initiative reduces reliance on state hospital beds, expedites case processing, and enhances coordination between corrections, courts, and behavioral health providers.
- **Chance for Change (C4C) Program:** C4C is a 90-day substance abuse psychoeducation program focusing on three areas: Recovery (AA/NA), Cognitive Behavioral Therapy, and Seeking Safety trauma centered care; from July 2024 to June 2025 C4C enrolled over 175 participants.
- **Women of Worth (WOW) Program:** WOW is a 9-week Cognitive Behavioral Therapy based program with a focus on recovery, trauma, and reentry; from July 2024 to June 2025 the program enrolled 71 participants.
- **Reentry Assistance for Cognitive Transformation (ReACT) Program:** ReACT is a 9-week Cognitive Behavioral Therapy based program focused on barriers to successful reentry and reducing the risks of recidivism; from July 2024 to June 2025 ReACT enrolled 119 participants.
- **Familiar Faces Action & Community Transition (F2ACT) Program:** F2ACT is a discharge planning program which includes a warm hand off to treatment programs (residential and outpatient), backpacks with hygiene items and clothing, supply of medication, local public transportation tickets, Medicaid enrollment, state IDs, and follow up resource assistance for six months after release; from July 2024 to June 2025 the program enrolled 923 participants, released 210 individuals with prescribed medication, enrolled 761 participants in Medicaid,

released 392 participants with seasonally appropriate clothing and backpacks and provided 587 participants with a Kentucky identification card.

These programs reflect LMDC's ongoing commitment to rehabilitation and reentry, even within a physically constrained environment. The jail's efforts to deliver structured programming, despite limited space, underscore both the importance of such services and the potential benefits of expanded, dedicated programming areas in a modernized facility.

Exhibit 22: LMDC Dorm Programming and Multi-Purpose Room

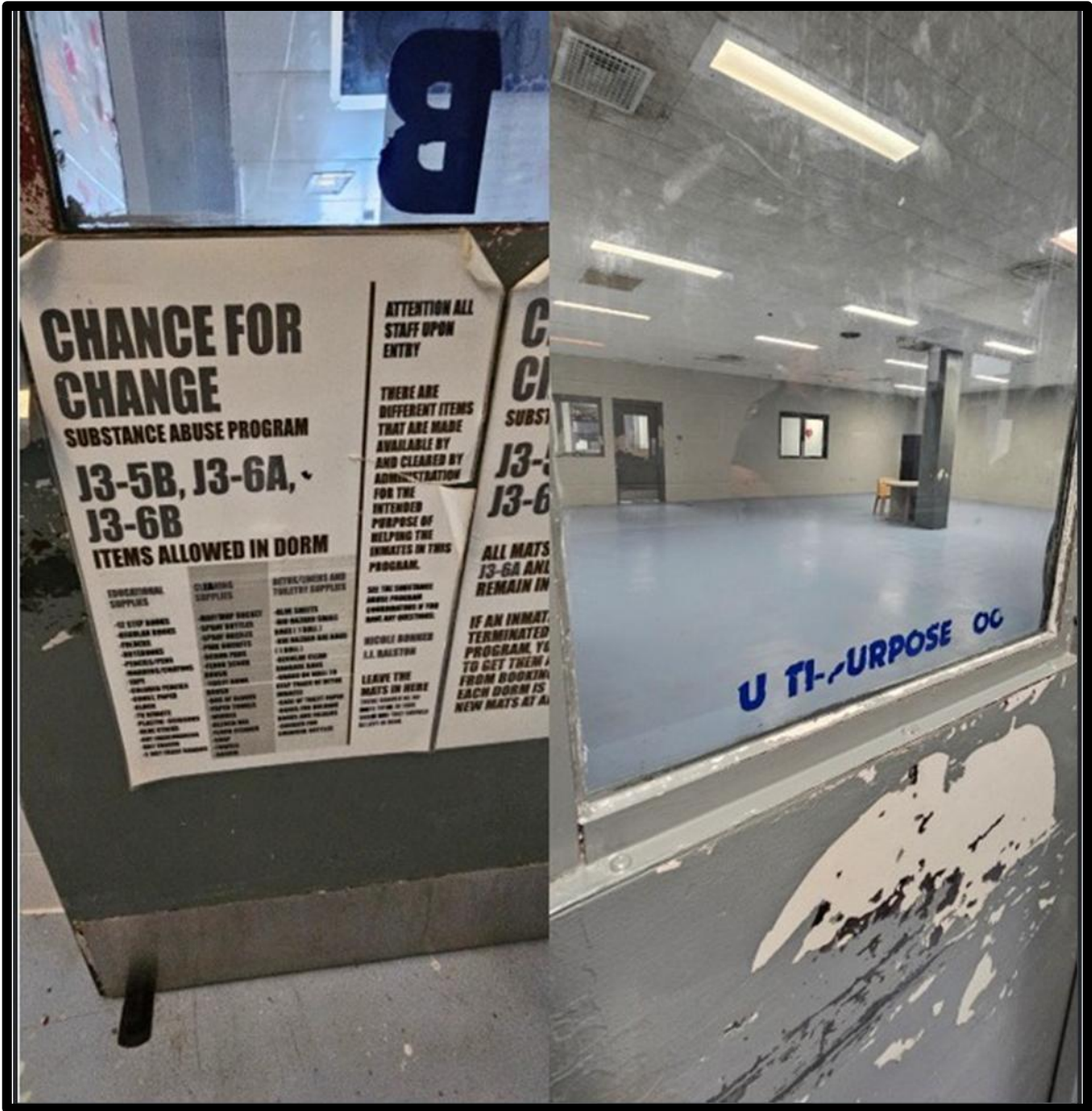


Exhibit 23: LMDC Program Tablet Technology Storage



Prior to the COVID-19 pandemic, LMDC did not offer traditional in-person visitation. Instead, all visits were conducted via video monitors. Family members were required to travel to the basement of the Hall of Justice to schedule and participate in visits from designated video booths equipped with a screen and telephone. Incarcerated individuals were brought to corresponding video visitation booths located in the jail's multipurpose room. Following the onset of the pandemic, this system transitioned to remote video visitation using tablets and internet-based scheduling, allowing families to connect without coming to the facility. While this shift improved accessibility and convenience for many, some individuals have expressed a desire for more personal forms of in-person visitation. At the time of the site visit, LMDC lacked the physical space necessary to support multiple, simultaneous, in-person-style visits. Although research has demonstrated the benefits of in-person visitation in reducing recidivism, there is limited conclusive evidence on the long-term effectiveness of virtual visitation models.

Legal visits are conducted in non-contact booths in both the Main Jail and HOJ. Religious services and select programs are available to individuals housed in the HOJ fifth-floor multipurpose room. Due to the staff intensive process to escort individuals from the Main Jail and the HOJ, access to these services is limited to those housed in the HOJ.

Exhibit 24: Chapel Located on the 5th Floor



RECREATION

Recreation at LMDC is limited. There is no outdoor recreation, and much of the indoor recreational space has been repurposed. On the 5th floor, the gymnasium has been divided into two different spaces: one half of the gymnasium now functions as a training and storage area for the Canine Unit and the Special Operations Team, while the other half was being used for general storage. It should be noted that at the release of this report, the 5th floor gymnasium is now back open for recreation.

Exhibit 25: Recreation Areas

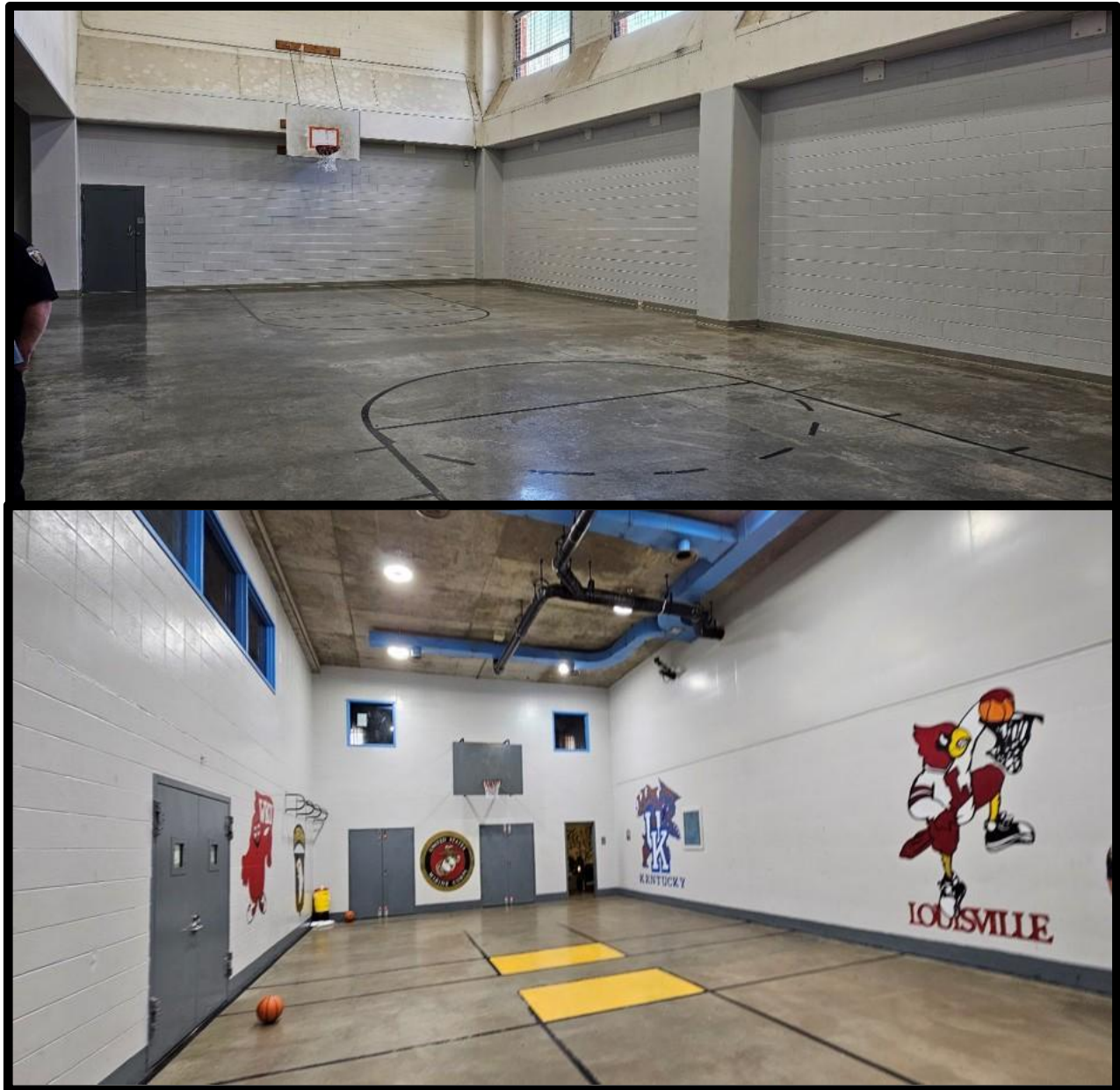


Exhibit 26: Gymnasium Converted into Canine Training Area

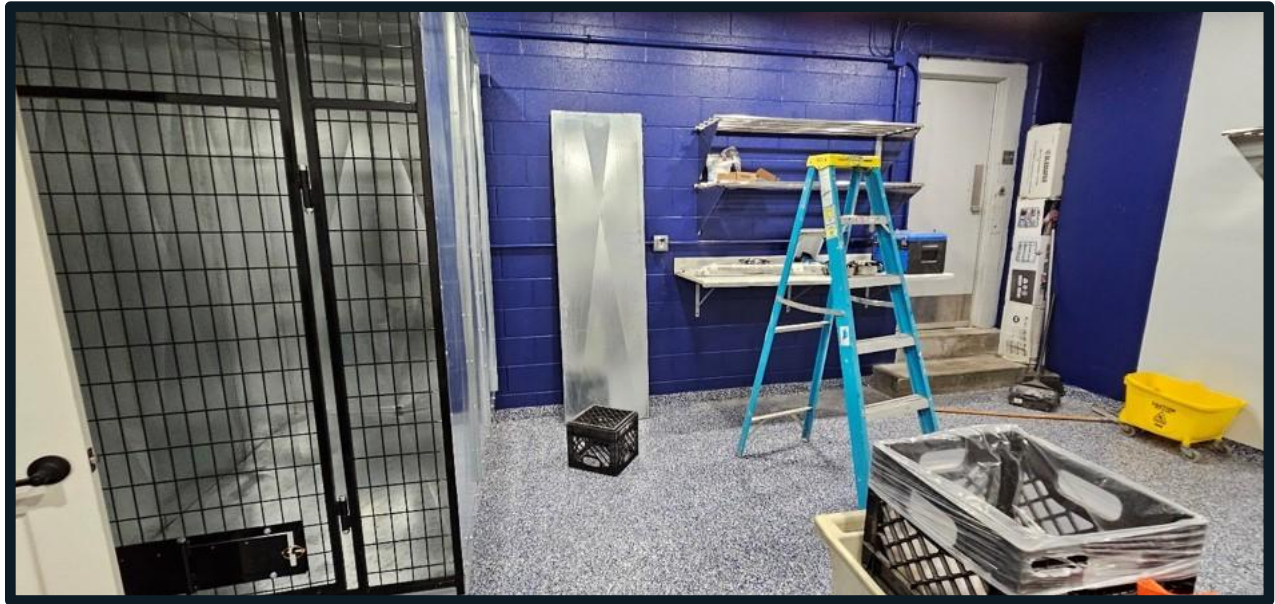
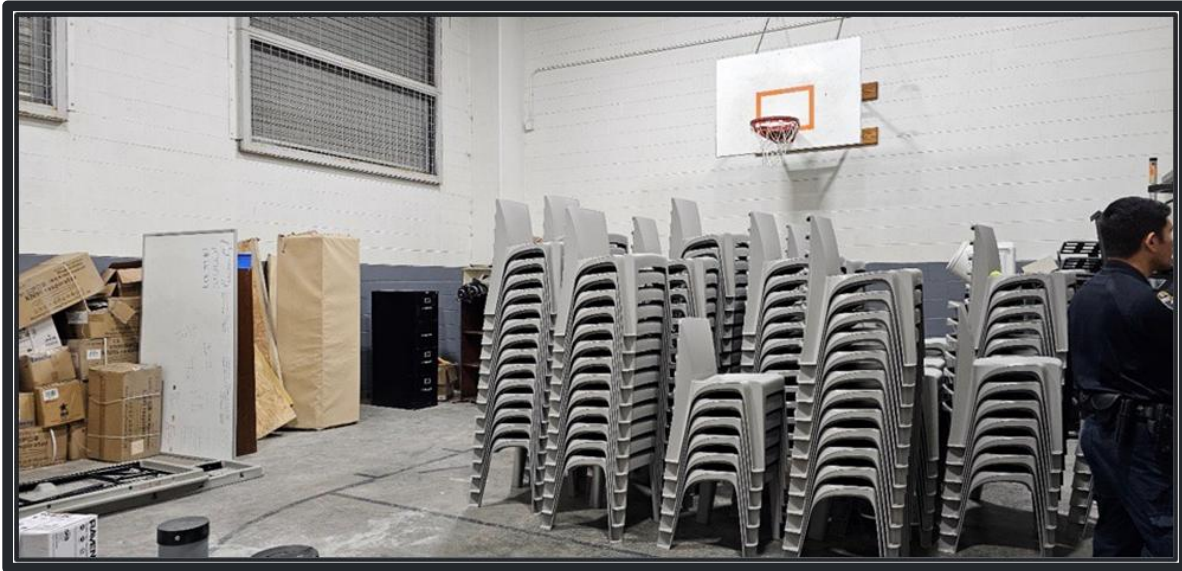


Exhibit 27: Gymnasium Converted into Special Operations Storage and Training Area



Exhibit 28: Gymnasium Utilized as Storage Area

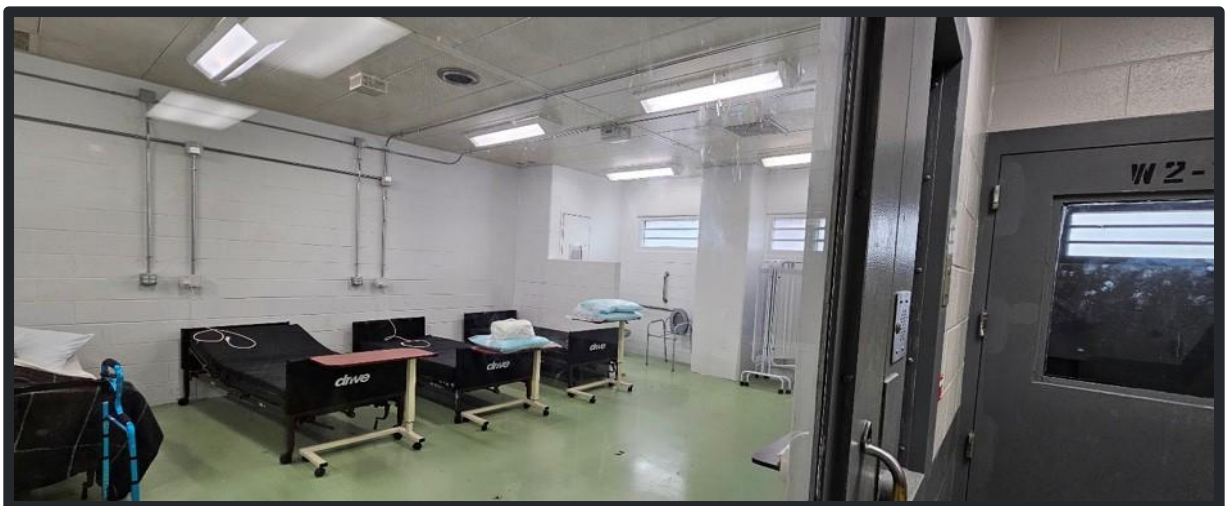


MEDICAL CARE AND MENTAL HEALTH

Medical and mental health care are critical components of modern jail operations. LMDC's current medical and mental health spaces are outdated and significantly undersized to accommodate the current population.

Over the past decade, rising standards of care have required an increase in staff to effectively manage medical and behavioral health services. Medical rooms are frequently overcrowded and utilized beyond their intended purpose. Office spaces have been routinely repurposed for medical storage or service delivery, and it is common to find multiple practitioners sharing limited space, further straining the facility's ability to deliver appropriate care.

Exhibit 29: Newly Renovated 7-Bed Infirmary (previously a dormitory-style housing unit)



During CGL's visit in June 2024, LMDC was in the process of converting a dormitory into a 7-bed infirmary, which was completed prior to the follow-up visit.

Exhibit 30: Medical Unit Hallway



Exhibit 31: Medical Exam Room

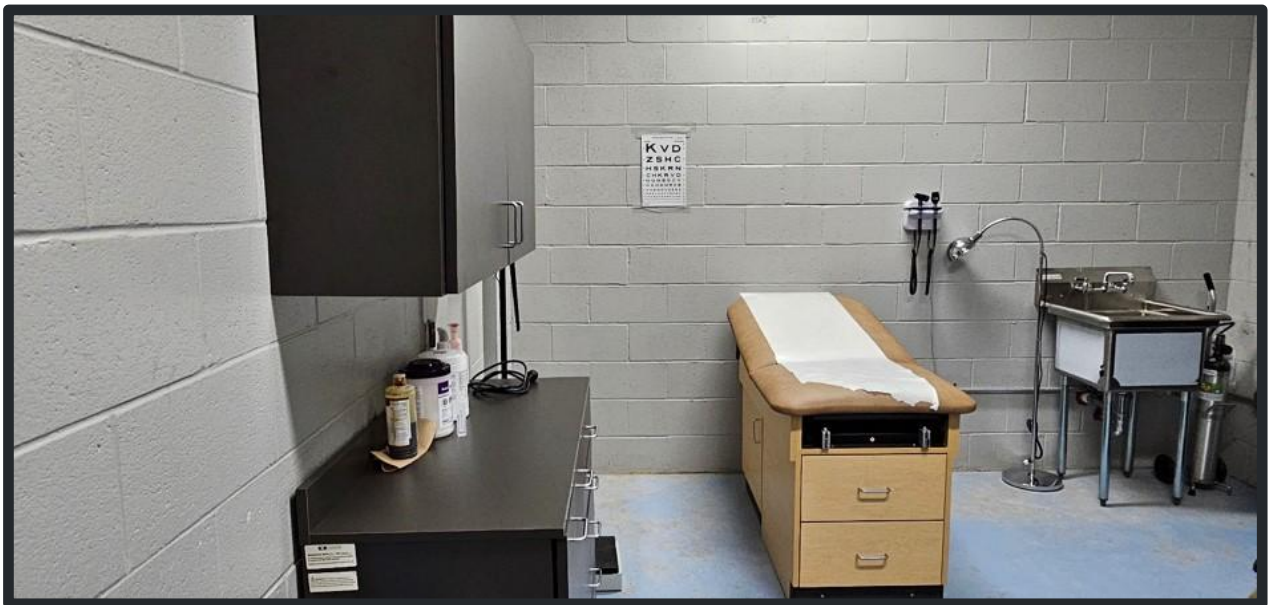


Exhibit 32: Medical Unit Storage



Mental health services also lack dedicated, private space. Therapy sessions were observed being conducted cell-side or at dormitory entryways, offering little to no privacy for participants.

KITCHEN/DINING

Since the pandemic, all meals have been prepared in the HOJ kitchen and are delivered to the housing units on thermal trays. The kitchen/food prep area is large, with clear lines of sight and strategically placed surveillance cameras. Equipment was reported to be functional with no major complaints

Exhibit 33: Kitchen Photos



LMDC does not have a central dining hall, and all meals are served by delivery to the cell front. While this practice is common; it places further strain on staffing levels. Meals are transported from the HOJ basement to the Main Jail housing units. Given the travel time and distance, concerns exist about whether meals consistently retain proper serving temperatures that meet national standards.

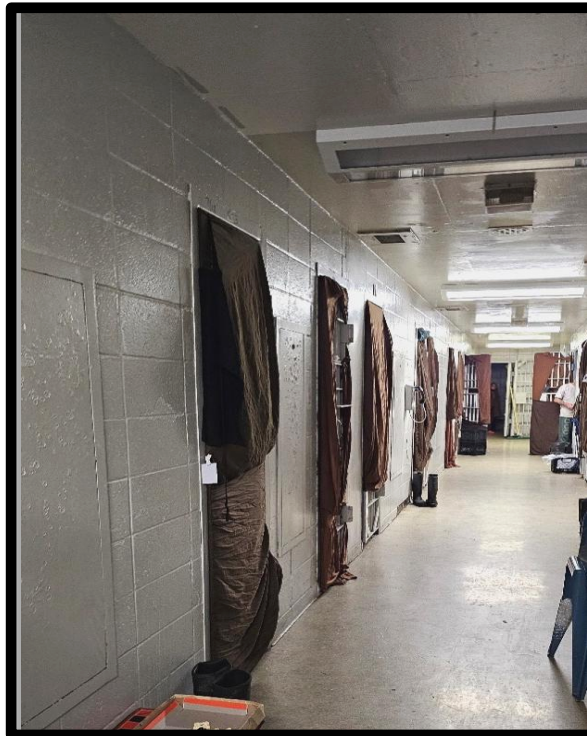
Kitchen workers are housed in barred cells located in the HOJ basement (see Exhibit 34). To block light for overnight shift workers, sheets or blankets are often hung over the bars, obstructing

visibility. The housing area is old, poorly maintained, and lacks natural light, failing to meet national standards. Its remote location poses significant supervision and emergency response challenges.

Exhibit 34: Food Tray Delivery Method



Exhibit 35: Kitchen Worker Housing



INTAKE/RECEIVING/SALLYPORT

It was reported LMDC processes an average of 50 new admissions each day through its central intake area. Individuals are searched, assigned clothing, and placed in temporary housing awaiting pretrial release or arraignment court.

The intake area is small and includes five holding cells, which are shared by both male and females. Adjacent male and female restrooms lack adequate privacy.

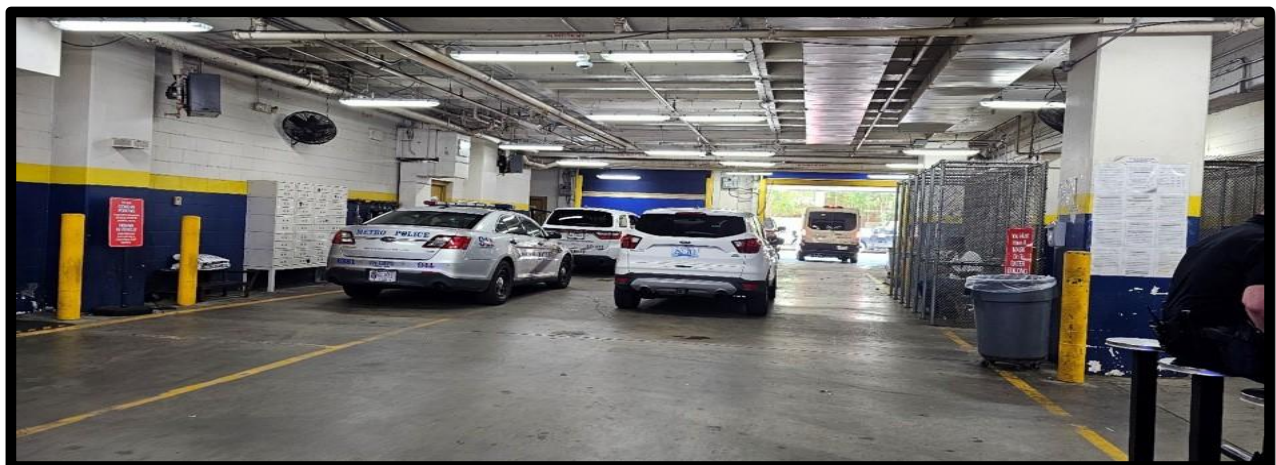
The intake area's open layout does not provide adequate privacy for sensitive mental health discussions, highlighting the need for enhanced infrastructure and more confidential spaces. Infrastructure deficiencies were evident during CGL's site visit, including a bucket in the open intake area to collect dripping water from a leak in the ceiling.

Exhibit 36: Intake and Reception Center Office Space



The sallyport, located on the ground floor, can process approximately eight vehicles at once, but does not accommodate buses. Any vehicle that is required to wait during the intake and processing period holds up other vehicles from processing through the traffic lanes outside the sallyport. A third lane is needed to help with traffic flow and a larger sallyport is needed to accommodate buses and larger vehicles.

Exhibit 37: Intake/Receiving Vehicular Sallyport



ADMINISTRATION/SUPPORT

Administrative and support spaces at LMDC are insufficient to meet the existing mission.

The director's office and conference room are located above the main lobby on the third floor and are outside of the secure perimeter. Many support staff work in various downtown buildings despite needing regular and frequent access to secure areas of the jail.

LMDC oversees the Home Incarceration Program (HIP), which allows eligible individuals to serve sentences under house arrest with electronic monitoring. Participants are required to wear an electronic monitoring device, typically an ankle bracelet, which tracks their movements to ensure compliance with court-mandated restrictions. Eligibility for HIP is determined by the sentencing court, considering factors such as the nature of the offense, the individual's criminal history, and their current living situation. Individuals ordered to home incarceration must adhere to strict guidelines, including remaining within their approved residence except for pre-authorized activities like work or medical appointments. Any violations of these conditions can result in a return to secure custody.

TECHNOLOGY

The LMDC administration is committed to modernizing technology, but the facility's age imposes significant limitations. Until recently, technological advancement in local detention facilities was slow and incremental. Over the last five years, however, the pace of innovation has accelerated with the emergence of Artificial Intelligence (AI) tools that promise to enhance safety, efficiency, and operational oversight. Though still in its early stages, AI is increasingly being applied in corrections and jails to provide predictive insight, real-time monitoring, and automation beyond the capacity of what staff alone can provide. AI-enhanced risk assessments support more accurate determinations of custody levels, program eligibility, and the likelihood of violence, while also helping match individuals to programs and services and supporting reentry planning and community supervision. As LMDC continues its efforts to integrate new technology into an outdated system, the facility's physical structure will ultimately become the most significant barrier to meaningful progress.

LMDC has adopted some technological solutions that are aligned with industry standards and best practices. These include:

- **New Jail Management System:** The recent adoption of the JailTracker jail management system provides the opportunity for improved access to data, the ability to improve

efficiency through task automation and improved operational intelligence through configurable dashboards. Despite the introduction of a new jail management system, stakeholders observed continued challenges in efficient scheduling, as well as a lack of streamlined communication and integration across courts and justice system partners.

- **Tablet Technology:** The introduction of tablets has expanded access to services and family communication, reduced movement within the facility, and minimized conflict risks.
- **Guardian Handheld Devices:** The Guardian handheld system enhances safety and accountability in the jail by allowing staff to document security rounds, safety checks, and incident reports in real time. The system's digital tracking and time-stamped entries reduce paperwork, improve compliance with operational standards, and provide verifiable records that support oversight and liability protection.

Exhibit 38: Automated Accountability System Placed at Cell Door Fronts



Narcan in Housing Units: LMDC has installed wall-mounted Naloxone (Narcan) stations in all housing units. When accessed, the seal triggers an audible alarm, allowing for rapid medical response. Incarcerated individuals can administer Narcan to themselves or others in the event of an overdose.

Exhibit 39: Secure Narcan Box, Instructions, and Alarm



LMDC has purchased technology capable of monitoring heartbeat rhythms for individuals in medical or mental health observation cells. The new system has been installed in many of the jail's single-occupancy cells..

LMDC has a CCTV system that is utilized throughout the facility to monitor critical areas. The system was observed to be in good working condition and utilizes the latest technology. Given the poor design of the facility and its inability to provide good line-of-sight, camera technology assists in the observation of individuals during times of movement, programming, and housing.

Exhibit 40: Central Control CCTV System



Legal Access/Discovery Review: LMDC provides incarcerated individuals access to review discovery material in their criminal case. The jail utilizes approximately 12 to 18 secure laptops to facilitate this review, and review sessions are scheduled in advance. Discovery review typically occurs during the third shift when space and staffing allow, and each session is generally limited to one hour. LMDC prioritizes court-ordered discovery review sessions, and cases involving serious charges such as capital offenses often receive extended access.

Vital Sign Monitoring System: LMDC recently installed the Vital Sign Monitoring System technology designed to continuously monitor the vital signs of individuals in custody. This technology provides real-time monitoring and alerts staff if vital signs indicate distress.

STAFF WELLNESS & TRAINING

Like many correctional systems nationwide, LMDC is experiencing a significant correctional officer shortage. As of June 2024, over 100 of the 390 authorized positions remained vacant. A strong focus on staff wellness is critical for retention and workforce stability, making dedicated wellness resources an essential component of recruiting and maintaining a qualified workforce.

LMDC has taken steps to enhance staff support through designated wellness areas and the creation of a dedicated Peer Support Team. The Hall of Justice houses a 2,000-square-foot gym for staff use, a wellness area suitable for yoga and mindfulness activities, and a large staff break area with access to an on-site diner. These amenities provide opportunities for physical activity, relaxation, and nourishment during long and often demanding shifts. The LMDC Training Academy located approximately 4.2 miles from the Main Jail, continues to present limitations. The facility includes two classrooms, a file storage office, and a small break area, but it does not fully meet the comprehensive training and professional development needs of the agency.

Exhibit 41: LMDC and Training Academy Locations

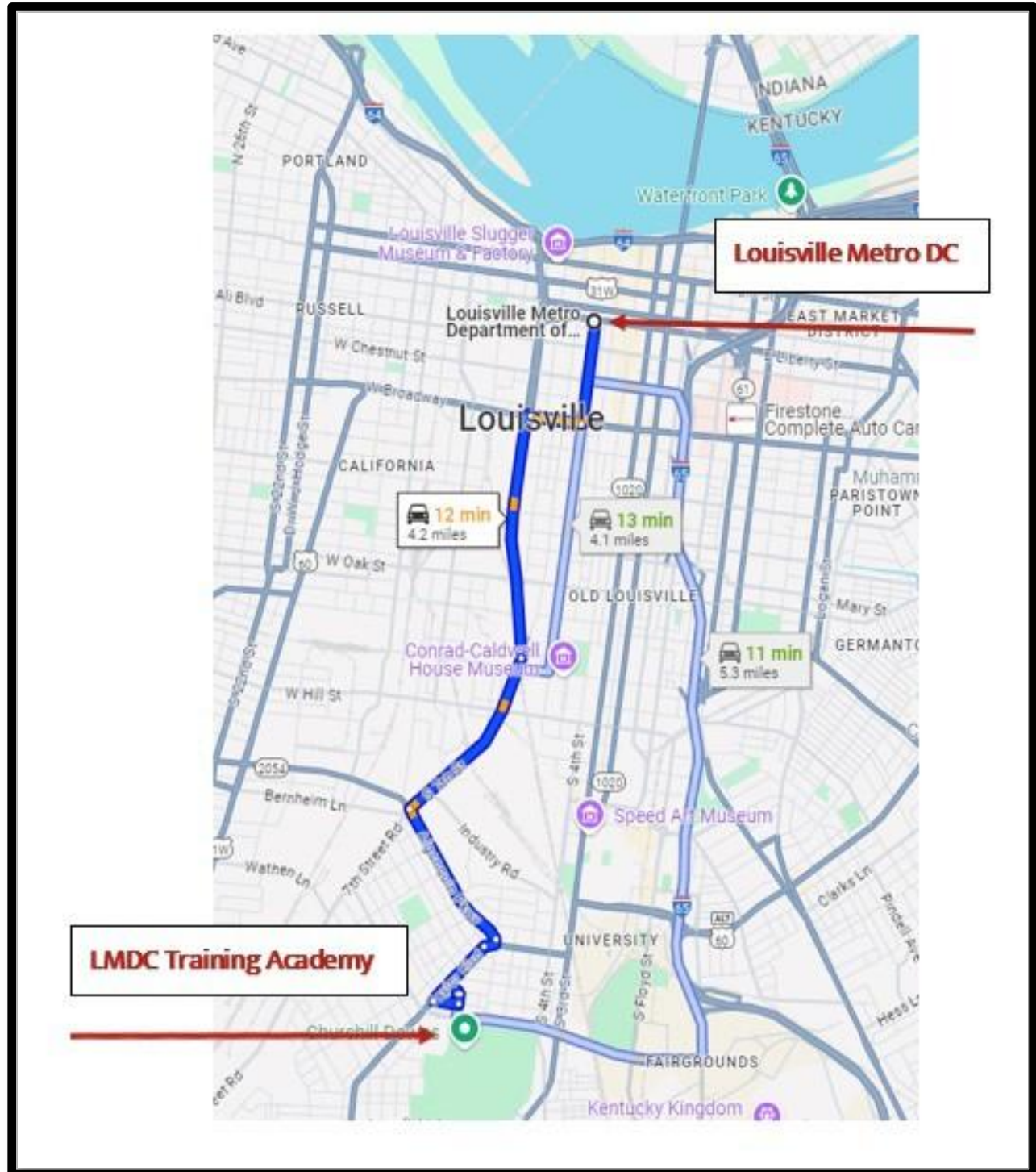


Exhibit 42: LMDC Training Academy Classrooms and Office Photos



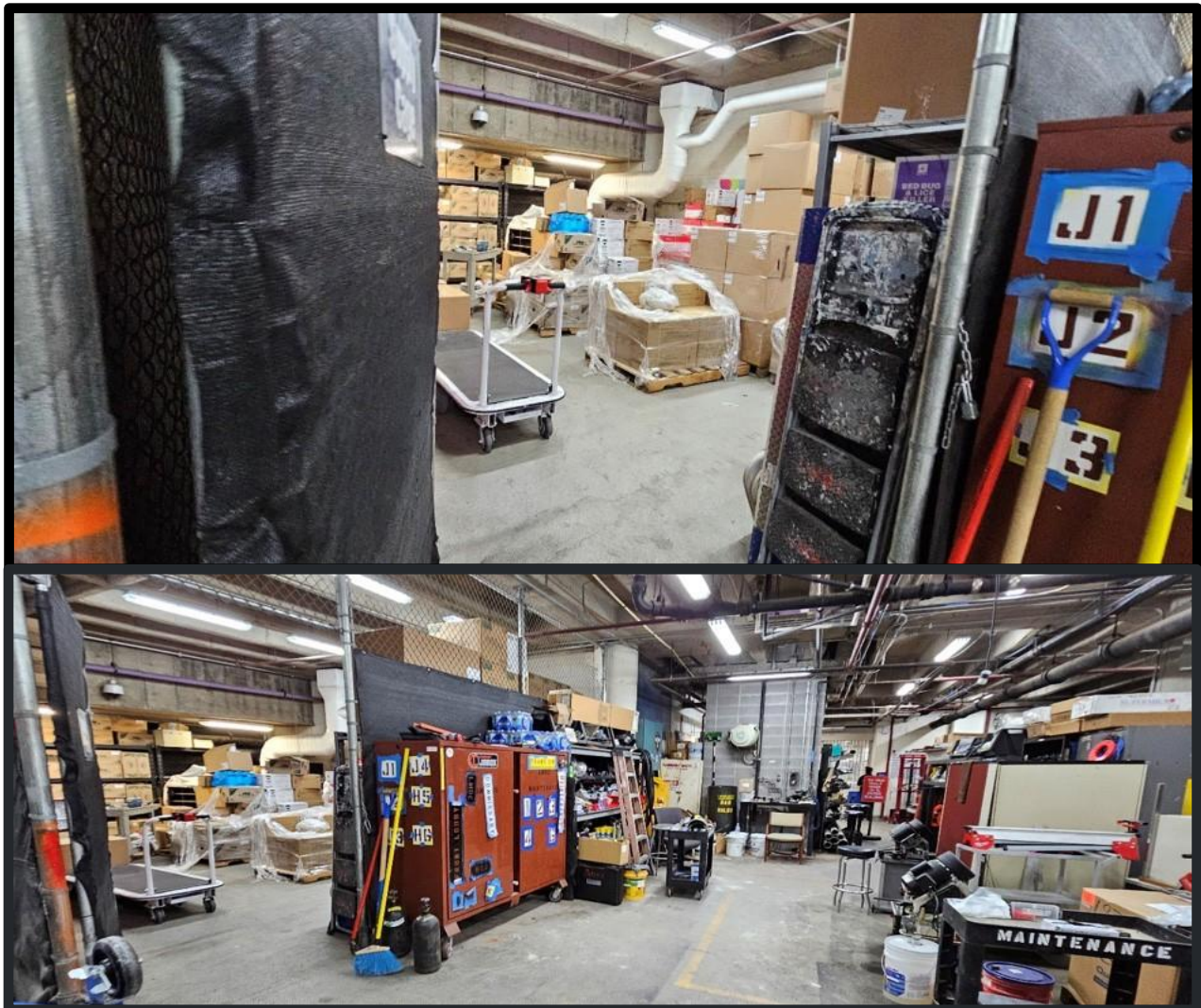
The remote location of LMDC’s training academy, situated several miles from the jail, presents a range of operational and logistical challenges. To attend training staff must leave the facility for extended periods, making it more difficult to maintain adequate shift coverage, especially when they are already facing staff shortages. This often leads to increased overtime, staff fatigue, and potential

safety risks. Transportation time and associated costs reduce overall efficiency and limit the jail's capacity to respond promptly to emergencies when key staff are off-site. Additionally, hosting training sessions away from the facility environment can hinder the integration of new staff, who may feel disconnected from daily operations and their peers during critical learning periods.

INFRASTRUCTURE SUPPORT

LMDC's Maintenance Unit is responsible for all maintenance and upkeep across both the Main Jail and HOJ. It is located in the basement of the HOJ and is accessed from the street by way of the vehicle sallyport. The LMDC maintenance space is approximately 1,700 GSF and subdivided into a small central office and storage compartments of different sizes with full-height and standard commercial chain-link fencing. Storage rooms are stocked with tools, plumbing and electrical supplies, and fasteners needed for repairs. While the area is organized and well-maintained, it is severely undersized given the scope of work required to maintain two aging facilities.

Exhibit 43: LMDC Maintenance Unit Photos



outside the scope of this project, CGL escalated estimates from a 2016 study. Based on industry trends, 50% cost escalation every five years was applied to reflect inflation, increased deterioration, and rising construction costs.

Using this approach, the total deferred maintenance needs for the facility in calendar year 2026 is estimated to be \$11.3 million. The following Exhibit shows the escalated costs by LMDC component and building location.

Exhibit 44: Deferred Maintenance Cost Escalations Based on 2016 Figures

<u>Hall of Justice</u>	<u>2016 Estimates</u>	<u>2021 Estimates</u>	<u>2026 Estimates</u>	<u>2031 Estimates</u>
Locking hardware/doors	\$250,000	\$375,000	\$562,500	\$843,750
Fire, life, safety, repairs	\$25,000	\$37,500	\$56,250	\$84,375
Smoke evacuation and damper	\$25,000	\$37,500	\$56,250	\$84,375
Lighting retrofit/renovations	\$100,000	\$150,000	\$225,000	\$337,500
BAS System replacement	\$200,000	\$300,000	\$450,000	\$675,000
Plumbing retrofit/cast iron repair	\$125,000	\$187,500	\$281,250	\$421,875
Elevator upgrade	\$200,000	\$300,000	\$450,000	\$675,000
Totals	\$925,000	\$1,387,500	\$2,081,250	\$3,121,875
<u>Main Jail</u>	<u>2016 Estimates</u>	<u>2021 Estimates</u>	<u>2026 Estimates</u>	<u>2031 Estimates</u>
Locking hardware/doors	\$450,000	\$675,000	\$1,012,500	\$1,518,750
Fire, life, safety, repairs	\$25,000	\$37,500	\$56,250	\$84,375
Smoke evacuation and damper	\$25,000	\$37,500	\$56,250	\$84,375
Water softener system	\$90,000	\$135,000	\$202,500	\$303,750
Roof replacements	\$350,000	\$525,000	\$787,500	\$1,181,250
Lighting retrofit/renovations	\$90,000	\$135,000	\$202,500	\$303,750

BAS System replacement	\$400,000	\$600,000	\$900,000	\$1,350,000
Plumbing retrofit/cast iron repair	\$275,000	\$412,500	\$618,750	\$928,125
HVAC renovations/repairs	\$625,000	\$937,500	\$1,406,250	\$2,109,375
Elevator upgrade	\$175,000	\$262,500	\$393,750	\$590,625
Floor coating repair	\$1,312,500	\$1,968,750	\$2,953,125	\$4,429,688
Shower light replacement	\$260,000	\$390,000	\$585,000	\$877,500
Door sensor replacement	\$35,000	\$52,500	\$78,750	\$118,125
Totals	\$4,112,500	\$6,168,750	\$9,253,125	\$13,879,688
Combined (HOJ and MJ) Totals	\$5,037,500	\$7,556,250	\$11,334,375	\$17,001,563

Given the assumed 50 percent increase every 5 years deferred maintenance will continue to grow to \$17 million in year 2031. The majority of these needs are concentrated in the Main Jail. These investments would directly benefit operational safety, security, and service delivery.

While addressing deferred maintenance will not modernize LMDC or eliminate the facility's structural limitations, taking corrective action offers key benefits. These include minimizing disruptions caused by emergency repairs, enhancing maintenance planning and boosting staff productivity; supporting a shift toward predictive and preventative maintenance practices, and reducing complaints related to living and working conditions within the facility.

The timeline for completion of maintenance projects will depend on funding availability, weather conditions, equipment lead times, and security protocols. Because work must occur in occupied living areas, certain projects may temporarily reduce operational capacity.

CGL recommends that, should LMDC proceed with deferred maintenance projects, the department first completes a full facility conditions assessment and a comprehensive revitalization plan to ensure projects are sequenced appropriately and avoid duplication or contractor conflicts.

ADJACENCIES

The LMDC complex consists of two 50-year-old buildings, joined by a secure walkway spanning the city street. The layout of LMDC is not supportive of sound operations, creating inefficiencies for staffing and supervision due to its linear, indirect observation requirements. The compartmentalized layout of the facility does not promote a smooth workflow. Operational areas are growing more inefficient as the facility adjusts to the needs of the population. The need for additional programming spaces, infirmary beds, and recreation will continue to create adjacency issues.

CIRCULATION

Due to the facility's size and disjointed layout, internal circulation and cross-traffic are problematic—particularly movement between the Main Jail and the HOJ, as described earlier in the report.

ACCESSIBILITY

The primary accessibility concern is the insufficient number of bottom bunk/bottom tier beds in the facility. This is an increasingly critical issue as the incarcerated population ages, and while LMDC is compliant with the Americans with Disabilities Act (ADA), this growing need should be addressed. There are several elevators throughout the facility to accommodate all staff and movement throughout the jail.

COMPLIANCE WITH NATIONAL STANDARDS

Most cells in the facility do not meet national standards for unencumbered space. Dayrooms integrated directly inside the dorm-style housing units do not meet standard requirements and fall short of best practices. While LMDC may be eligible for waivers due to the facility's age and its construction predating the 1990 standards, the physical space is not ideal. National standards serve as benchmarks for modern facility design, ensuring appropriate dimensions for housing, programs, and recreation. In its current state, LMDC does not meet these standards.

LMDC has taken measures to achieve compliance with the Prison Rape Elimination Act (PREA) requirements. However, efforts are limited by the physical plant design and structure, preventing ideal circumstances for staff and the population.

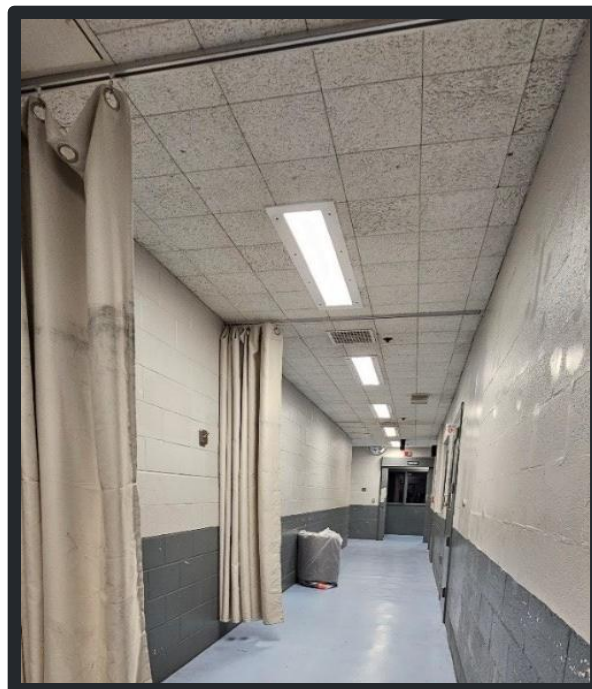
Exhibit 45: Proximity of Showers and Toilets to Bunk Beds



Privacy Concerns: Showers are in full view of dorm residents. Although clear shower curtains have been installed at entry points, they offer minimal privacy. Toilets are fully exposed, and bunk beds have been strategically positioned to reduce direct lines of sight to these areas.

Strip Searches: The facility lacks private areas to conduct strip searches. Temporary curtains have been installed in hallways as a stopgap solution. While this solution is inadequate, it is the only feasible option due to the absence of suitable space.

Exhibit 46: Curtains In Corridor Used to Conduct Strip Searches



SPACE FOR EXPANSION/NEW CONSTRUCTION

The existing LMDC complex is landlocked, surrounded on all sides by other downtown buildings, leaving no opportunity for physical expansion. The adjacent parking lot area offers minimal additional space and is not suitable for new housing units or facility growth.

BENCHMARK COMPARISONS

Although not a precise science, benchmarking can be an effective tool to assess and compare the spatial distribution of an existing detention facility with newer contemporary jails. Through this comparison, excess or deficient capacity in an existing jail can easily be identified. Likewise, the overall space of a contemporary jail provides a benchmark for any new replacement facility.

CGL has been involved in the development of numerous detention facilities over the past two decades. Using its comprehensive database of space programs, CGL compared LMDC's facility against newer jails with similar bed capacities (1,200–1,350 beds), using total building gross square footage (BGSF) as a baseline. Facilities included in this benchmark comparison include:

- City of Richmond, VA– 422,057 BGSF, 1,144 bed male and female housing, all security levels. Status: Opened in 2015.
- Berks County, PA – 434,972 BGSF, 974-bed male and female housing, all security levels. Status: In Planning Stages.
- Jackson County, MO – 449,744 BGSF, 1,244 bed male and female housing, all security levels. Status: Under construction.
- Lancaster County, PA – 482,392 BGSF, 1,212 bed male and female housing, all security levels. Status: In Planning Stages.

To compare these modern facilities against LMDC, CGL utilized LMDC's previously calculated building gross square footage (BGSF) and grouped those totals into the eight components listed below.

- Male Housing
- Female Housing
- Administration
- Programs
- Services
- Intake/Release/Transfer
- Health Care

■ Support Services

In the benchmarking exhibit below, each individual component is indicated in total BGSF and what percent of the facility's total BGSF that component represents. The capacity identified for LMDC is 1,335 beds.

Exhibit 47: Present Day Benchmarking for Main Jail and Hall of Justice – Year 2025

Projected Bedspace Needs				1335		
Component		Benchmark	Space Needs	Louisville Existing Spaces	Over/Under Space Needs	% Over/Under Space Needs
	Building Gross SF	371	495,285	183		
1	Male Housing	50.1%	248,336	128,683	(119,654)	-48%
2	Female Housing	9.2%	45,325	12,347	(32,978)	-73%
3	Administration	6.0%	29,898	31,891	1,993	7%
4	Programs	2.6%	13,113	7,150	(5,964)	-45%
5	Services	10.6%	52,289	28,496	(23,793)	-46%
6	Intake/Release/Transfer	7.0%	34,738	12,566	(22,171)	-64%
7	Health Care	10.8%	53,296	14,958	(38,338)	-72%
8	Support Services	3.7%	18,289	7,609	(10,681)	-58%
Totals		100%	495,285	243,700	(251,585)	-51%

LMDC significantly lags behind contemporary detention facilities in terms of space allocation. The current facility, spanning 243,700 square feet, falls short of the space requirements of new facilities, which are equipped with 495,285 square feet of space while maintaining the same capacity of 1,353 beds. Consequently, LMDC's spaces are 51% deficient compared to modern facilities with the most significant deficiencies found in healthcare, housing, and program areas.

Louisville Metro Detention Population Projections (2025-2035)

CGL developed an in-depth analysis of the Louisville Metro Department of Corrections (LMDC) population trends, crime statistics, and projected jail population growth through 2038. The analysis examines factors influencing incarceration rates including arrest patterns, length of stay (LOS), and classification levels.

Louisville/Jefferson County Population Trends: The general resident population and the at-risk population play a crucial role in shaping criminal justice trends. The “at-risk” population consists of younger males aged 15-44, as they have the highest probability of being involved in crime or incarceration.

From 2017 to 2023, Louisville Metro’s total population remained stable with an annual decline of less than 1%. The at-risk population (15-44) also declined at a similar rate. These trends suggest that demographic changes alone will not drive future increases in the jail population. Other external factors, such as economic conditions, law enforcement policies, and social services investments may play a larger role in shaping crime trends and incarceration rates.

Crime/Arrest Rates: Historically, reported crime and arrest data refer to offenses reported by Louisville Metro law enforcement agencies to the Federal Bureau of Investigation’s (FBI) Uniform Crime Reports (UCR) and National Incident-Based Reporting Systems (NIBRS). Although there has been no strong or consistent association between reported crime rates and jail intakes, observing these data can provide some anecdotal evidence that allows insight into jail admission trends.

Between 2019 and 2023, total reported UCR crime in the Louisville Metro area remained relatively stable. However, UCR and NIBRS violent crime saw an average annual increase of 6%, driven primarily by rises in reported homicides and sexual offenses. Notably, violent crime surged by 37% from 2019 to 2020, and by 9% from 2022 to 2023. These increases are largely due to a 20% rise in homicides and a 21% increase in sexual-related crimes.

Between 2019 and 2023, reported UCR and NIBRS property crime experienced an average annual decrease of 1%. Most property crimes declined during this period, with the exception of motor vehicle theft, which saw an average annual increase of 19%, and arson, which rose dramatically with an average annual increase of 562%. In 2019, the UCR recorded seven arson offenses, which surged to 170 in 2020 and 173 in 2021. Arson incidents have since declined to 105 in 2022 and 58 in 2023.

From 2022 to 2023, the overall property crime rate in the Louisville Metro area increased by 22%, reaching 3,899 per 100,000 residents, with motor vehicle thefts surging by 76%. This trend mirrors patterns seen in many urban areas across the U.S. When considering all reported UCR and NIBRS crimes, the 2023 crime rate for Louisville Metro was 4,751 per 100,000 residents, approximately 20% higher than the 2022 rate of 3,981. While this is above the national average, it is common for large urban areas.

There is a strong correlation between arrests and admissions to the correctional system, as a significant portion of arrests lead to detention. In recent years, total arrests in the Louisville Metro area have been steadily declining, with an average annual decrease of 11%. The most significant drop occurred between 2022 and 2023, with a nearly 20% reduction in arrests over a one-year period.

Despite the rise in the crime rate from 2022 to 2023, both the arrest rate and the number of intakes decreased during the same period. Arrests dropped by almost 20% (non-custodial arrests, such as when law enforcement formally charges someone with an offense without taking them into physical custody or booking them into jail, are not included in this figure.), and intakes to the jail fell by 4%. However, intakes grew by 2% between 2023 and 2024. As context, it is worth noting that LMPD is currently operating with approximately 300 fewer officers than needed, which may contribute to the decline in arrests and reduced bookings. It would be valuable to examine whether cite-and-release practices declined during this period, as that could further explain shifts in intake trends. Considering the overall crime rate, arrest numbers, and intakes into the LMDC, the pressure on correctional bedspace remains relatively stable at present.

Exhibit 48: Historical Arrests

Year	Louisville Metro Arrests
2020	20,245
2021	20,916
2022	17,074
2023	14,181
2022-2023 Percent Change	-17%
Average Percent Change	-11.8%

Source: FBI NIBRS

Note: This table includes only data reported to the FBI by the Louisville Metro PD and does not represent the total number of arrests that could lead to a jail admission.

PUTTING POPULATION AND CRIME STATISTICS TOGETHER

When comparing a jurisdiction's crime rate to national averages, it is evident that Louisville Metro's rates are significantly higher than those in many parts of the U.S., especially for violent offenses. In 2023, Louisville's violent crime rate was approximately 852 per 100,000 residents, about 9% higher than the previous year and well above the national average of 364 per 100,000. Similarly, Louisville Metro's property crime rate of 3,899 per 100,000 in 2023 is 103.4% higher than the national rate of 1,917 per 100,000. This disparity reflects a broader trend seen in large urban areas nationwide, where violent crime rates, including homicides and motor vehicle thefts, have surged. Although Louisville's property crime rate has fluctuated, it follows similar patterns observed in other metropolitan areas.

Despite high crime rates, there has been no corresponding increase in arrests or growth in the at-risk population. It remains unclear whether these patterns will continue and how they will affect future jail population levels.

JAIL POPULATION CHARACTERISTICS

Using a snapshot of the 2023 population, CGL identified the key jail population characteristics:

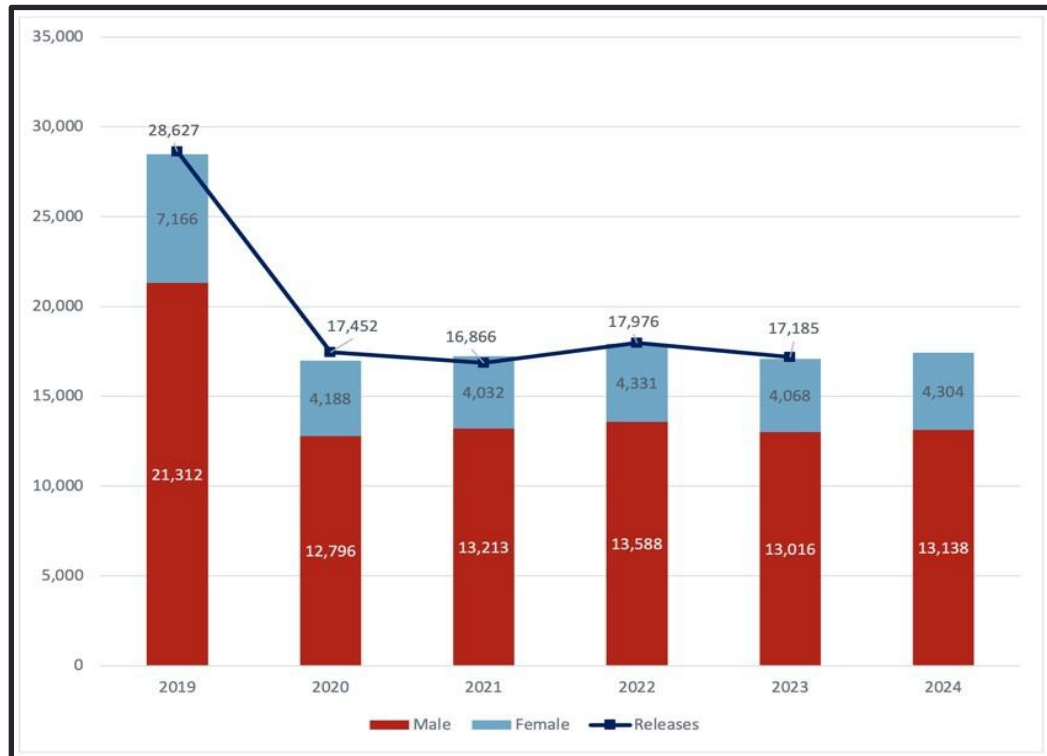
- Gender Breakdown:
 - Gender: 86.6% male, 13.4% female.
- Racial Composition:
 - Black individuals: 55.5% (up from 46.1% in 2019).
 - White individuals: 39.9% (down from 51.3% in 2019).
 - Hispanic individuals: 3.9% (nearly doubled from 1.9% in 2019).
- Classification Levels:
 - Minimum security: 44.9%
 - Medium security: 15.4%
 - Maximum security: 31.5%
 - Pre-Arrest: 8.2%
- Offense Types:
 - Violent felonies make up 46.4% of the population.

- 21.1% of individuals are held for misdemeanors.
- Non-violent misdemeanors account for 7.7% of the population.
- 15.8% of all individuals were charged with murder in 2023 (compared to 7.6% in 2019).

Jail Intakes: Jail intakes declined 41% from 27,762 in 2019 to 16,447 in 2020, due to COVID-19 mitigation efforts. From 2020 to 2023, the number of intakes remained stable, increasing at an average annual rate of 1%. In 2024, this growth rate grew to 2% compared to the previous year, resulting in a total of 17,442 intakes.

Following the 2020 pandemic-related restrictions, jail bookings did not rise, likely due to policy decisions and justice system slowdowns.

Exhibit 49: Louisville Metro DOC Historical Intakes 2019 – 2024

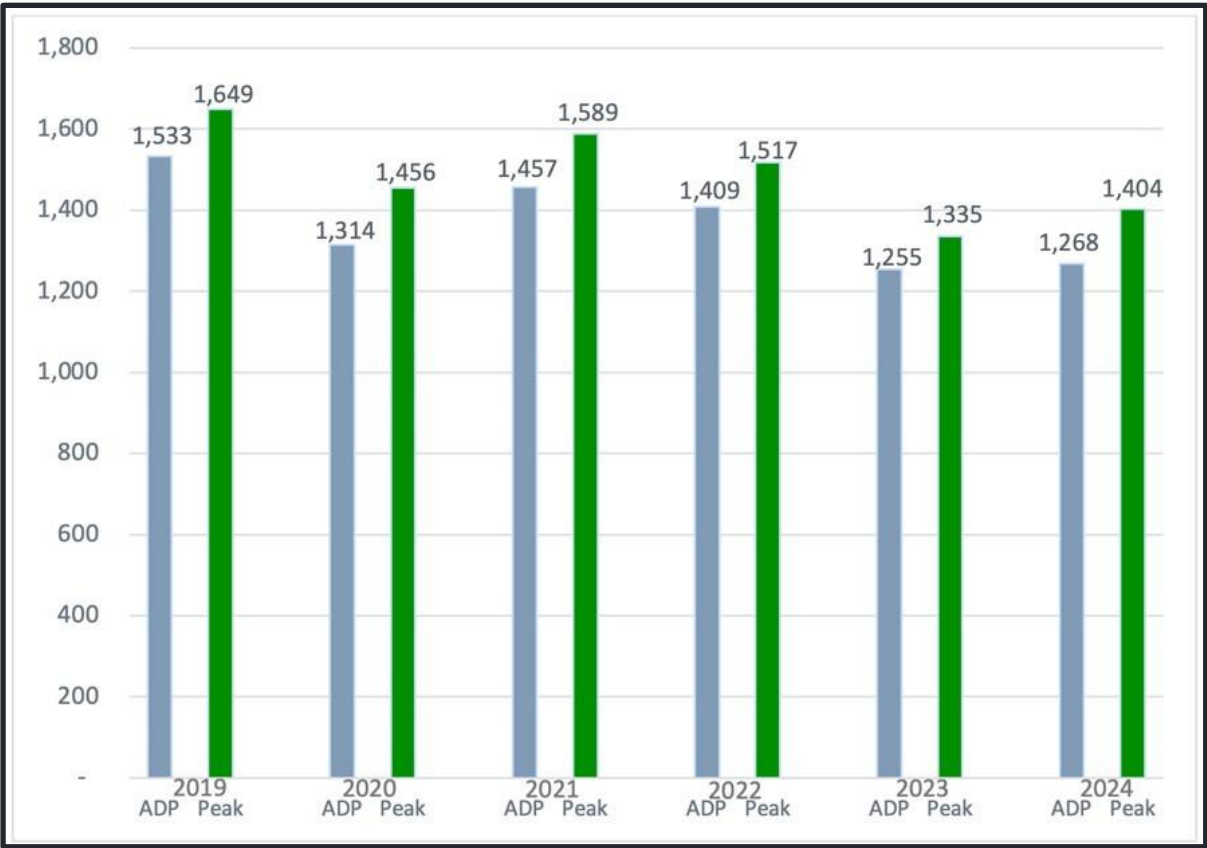


Source: Louisville Metro DOC
 *2024 Release Data was unavailable

Average Daily Population (ADP): The total ADP for LMDC has decreased by an annual average of 3% since 2019. The ADP decreased by 11% between 2022 and 2023 and increased by one percent between 2023 and 2024.

The chart below displays the ADP (in blue) along with the maximum peak population during the year (in green). The maximum peak population is the highest day’s population LMDC experienced in each year.

Exhibit 50: Louisville Metro DOC Historical ADP with Peaking



Source: Louisville Metro DOC

The average length of stay (ALOS) at LMDC (calculated by CGL for this report) saw nominal fluctuation since 2019, averaging 28 days. In 2024, the LOS remained consistent with the previous year at 27 days. As of September 11, 2025, the ALOS at LMDC was 33 days.

Peaking Factor: The peaking factor identified in Exhibit 49 is an important consideration for future jail planning. Incorporating a peaking factor into population projections is essential because it accounts for short-term fluctuations, ensuring the facility can manage temporary surges without overcrowding or operational breakdowns. Jail populations are not static—they vary daily, weekly, and seasonally due to factors such as law enforcement activity, court processing delays, policy changes, and unpredictable events. As part of CGL’s population forecast, a peaking factor was applied to the

projected average daily population. This forecast determines the number of beds needed each year to accommodate population surges while maintaining safe and effective operations.

Reasons why any jail planning must consider a peaking factor include:

- **Avoid Overcrowding Risks:** If a jail is designed solely for the average daily population (ADP), it will become overcrowded during peak periods, leading to legal, safety, and health concerns. Incorporating a peaking factor ensures planners determine the true capacity needed beyond the ADP, providing enough beds to manage population spikes.
- **Account for Booking and Classification Needs:** Not all beds in a jail are interchangeable. Classification requirements, such as separation by gender, security level, medical needs, and special populations, mean that certain beds must be reserved for specific groups. A peaking factor ensures that when one classification group experiences a surge, there are sufficient appropriate beds available.
- **Prepare for Policy and Law Enforcement Shifts:** Permanent or temporary changes such as bail reform measures, sentencing laws, or shifts in enforcement strategies can rapidly increase jail admissions. Additionally, emergencies such as riots, protests, or natural disasters can cause a sudden influx of jail admissions. A peaking factor helps ensure the facility is prepared for these unpredictable events.

LENGTH OF STAY METRICS

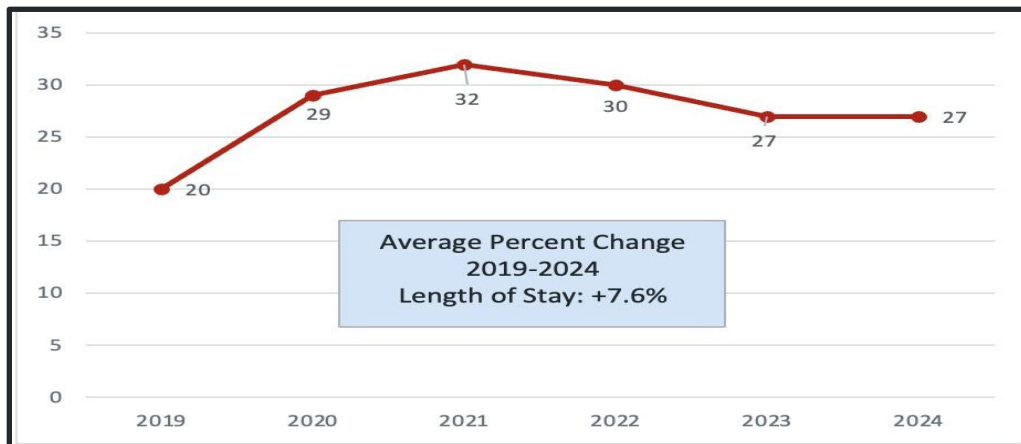
CGL calculates separate metrics for lengths of stay in the analysis:

- **Overall Length of Stay (LOS):** This is the industry-standard metric used by the U.S. Department of Justice, Bureau of Justice Statistics, which allows for comparison across jurisdictions. It includes all individuals in custody, even those who have not yet been released. It is calculated by multiplying the facility's average daily population (ADP) for the year by the number of days in the year (365.25) and dividing it by the total number of intakes.
- **Average Length of Stay (ALOS) for Releases:** Using data from the release file provided, this calculation determines the average LOS only for individuals who were released during the reporting period. This measure includes only those released within the single year analyzed.

Using both metrics provides a more complete understanding of how long individuals remain in custody, capturing both the broader population trends and the specific experiences of those released

within the study period. As a result, this average can differ depending on the metric used. For the exhibit below the standardized metric LOS is used.

Exhibit 51: Louisville Metro DOC Calculated Length of Stay 2019-2024



Source: CGL

Utilizing the industry-standard metric, the length of stay has risen from 20 days in 2019 to 27 days in 2024, representing a substantial 35% increase. In contrast, employing the alternative metric based on releases, the ALOS for releases has increased from 31 days in 2019 to 42.7 days in 2023, exhibiting a comparable 37.8% growth. Irrespective of which length of stay metric used, the length of stay in the LMDC has increased significantly, directly impacting its daily population levels.

The increase in ALOS is tied to slower case processing and is supported by several indicators. From 2019 to 2023, jail releases dropped from 28,627 to 17,185, yet ALOS rose from 31.0 to 42.7 days, suggesting fewer bookings, but longer stays. This pattern is especially clear for violent felonies: ALOS for murder increased from 468.1 to 547.9 days, and for robbery from 175.0 to 223.9 days.

Post-indictment detention also grew, with ALOS rising from 251.1 to 308.7 days, pointing to delays between indictment and resolution. These trends likely reflect a combination of factors including more serious charges, complex legal proceedings, and systemic delays such as lab backlogs and court scheduling issues. While the rise in violent crime helps explain some of the increase, the consistent ALOS growth across categories, including court-ordered releases, suggests broader inefficiencies in case processing are contributing to longer detention times.

LMDC POPULATION PROJECTIONS

For this project, CGL developed population projections through 2038. The base projection, without applying a peaking factor, was built on the following assumptions:

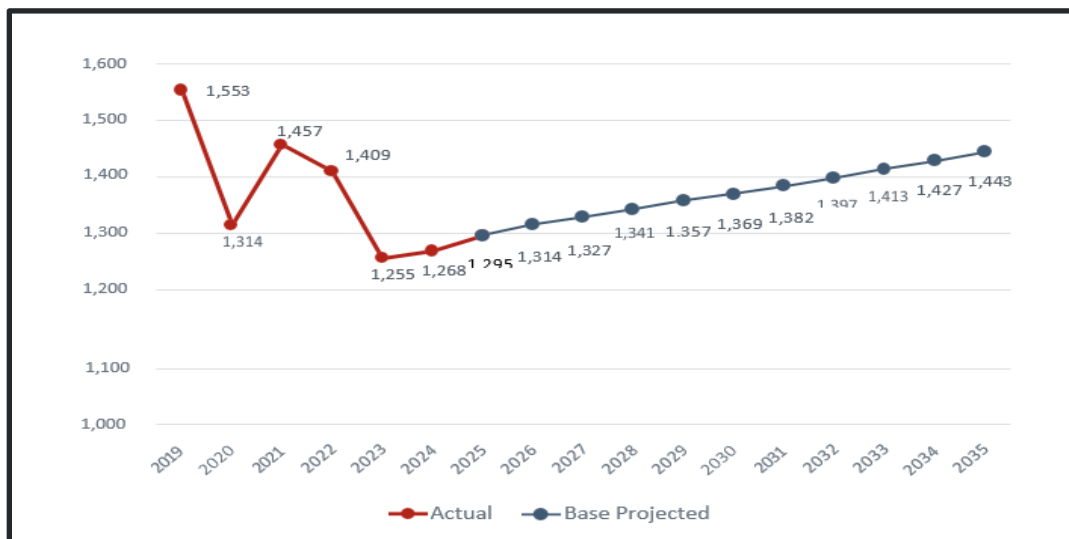
- Demographic growth in greater metropolitan areas, both in total population and in at-risk populations, is expected to mirror the averages observed from 2020 through 2023. Based on these trends, annual intakes are projected to increase in 2025 through 2035, resulting in an overall growth of approximately 13% compared to 2023 levels.
- The average length of stay is projected to remain consistent with levels observed during calendar year 2023, reflecting the assumption that current criminal justice policies, booking practices, and release methods will remain unchanged during the projection period.

The table below shows the assumption for intake and projected LOS.

Exhibit 52: Louisville Metro DOC Intake & LOS Assumptions

Assumption	Base
Intakes	Increased intakes through 2025 and 2035 creating an almost 13% increase over 2023 numbers.
LOS	Will remain at levels seen during CY 2023.

Exhibit 53: Actual and Projected Population



Source: CGL



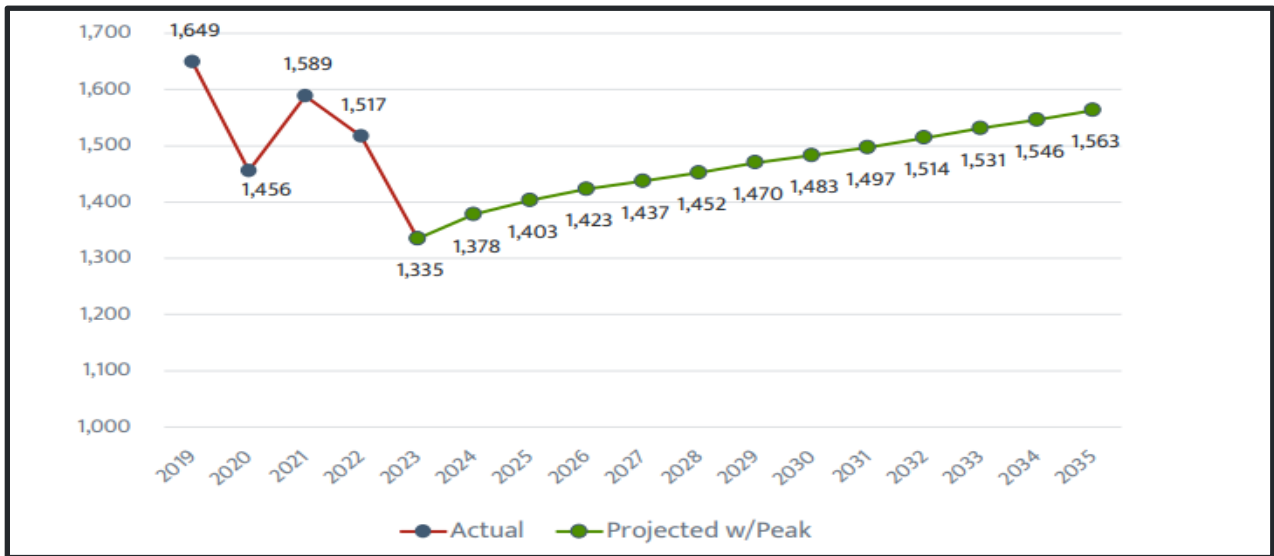
Louisville Metro Detention Population Projections (2025-2035)

The base forecast projects the total LMDC ADP to grow steadily with an average annual growth rate of 1% per year and reach 1,443 in 2035.

LMDC PROJECTED BED NEEDS

The following exhibit identifies the bed needs in LMDC with a calculated peaking factor of 7% for males and 17% for females applied.

Exhibit 54: Projected Bed Needs by Year



Source: CGL

Given the peaking factors, and assuming no change in existing criminal justice system practices, the LMDC will need 1,563 beds by 2035.

UNDERSTANDING THE POPULATION PROJECTIONS

The average daily population for 2025 has reached 1,413 which is well within the total beds needed plus the peaking factor for the year (1,403). It should be noted that the population projections in this report were developed using data from 2019 through 2024 and assume no major changes in local criminal justice system practices. A “peaking factor” was added to the base forecast to account for short-term surges in the jail population that can occur due to seasonal trends, large enforcement actions, or other temporary factors. The recent increase in the average daily population was not reflected in the original projection data and may indicate a shift in enforcement, booking patterns, case processing times, or other system dynamics. While the current population is already approaching levels projected several years into the future, this does not mean the projections are



inaccurate. Instead, it highlights that system conditions have changed sooner than anticipated. Projections are planning tools based on historical patterns and fixed assumptions; they should be updated regularly to ensure they reflect current trends.

Recommendations and Future Strategies

Louisville Metro is undertaking a critical opportunity to modernize its criminal justice system and address longstanding gaps in its detention infrastructure. The following recommendations reflect a data-driven, multi-agency approach rooted in the Sequential Intercept Model, stakeholder interviews, and comprehensive system analysis. Each recommendation aims to safely reduce reliance on incarceration, modernize facility operations, and ensure the justice system is positioned to meet the evolving needs of the community.

The number of beds required in a local detention facility is shaped primarily by decisions and practices across the criminal justice system. Each stage—from arrest to release—directly influences jail admissions and length of stay. Law enforcement policies, such as arrest practices and diversion programs, affect the volume of individuals entering custody. Prosecutorial discretion, judicial bail decisions, and case processing timelines determine how long individuals remain detained before trial. Sentencing practices, probation and parole supervision, and the use of alternatives to incarceration also impact the flow of individuals through the system. Additionally, systemic factors such as court backlogs, pretrial detention policies, and access to treatment, rehabilitation, or reentry services can either shorten or extend detention stays, directly influencing overall bed capacity needs. Shifts in crime rates alone do not dictate jail population levels; rather, it is the cumulative effect of policy choices and operational practices across the justice system that drives demand for detention space.

Using the Sequential Intercept Model and comprehensive data analysis, CGL identified several operational patterns and system dynamics that present opportunities to reduce jail population pressure and improve overall system performance. These areas are grouped into four overarching recommendations, each comprising focused strategies designed to reduce reliance on incarceration, enhance coordination across agencies, and align system practices with the community's vision for justice. Collectively, they offer a foundation for further action, strategic investment, and policy development.

RECOMMENDATION #1:

Safely reduce jail bookings for individuals charged with low-level offenses by expanding deflection and diversion options and establishing short-term holding strategies that prioritize timely release and community connection.

A central strategy for safely reducing jail admissions involves strengthening and scaling front-end deflection and diversion options. To support these efforts, it is essential to track and analyze the volume, offense types, and characteristics of individuals who are briefly detained; specifically, those booked into jail and released within 24 hours. This analysis is critical for improving operational efficiency, resource allocation, and future facility planning.

There is a general understanding that individuals released quickly often pose minimal public safety risk. Tracking this population allows policymakers to evaluate diversion opportunities, assess the impact of law enforcement and judicial practices, and minimize jail admissions. Trends among individuals incarcerated short-term offer insight into how changes in arrest, bail, and court procedures influence jail operations. Cost-effectiveness is another important factor, as every booking carries administrative costs regardless of stay length. A consistently high percentage of 24-hour releases may indicate that many individuals do not require incarceration, highlighting the need to revisit policies related to diversion, pretrial detention, and bond decisions.

Exhibit 55: LMDC Length of Stay

Length of Stay		2023	
Attribute	Number	Percent of Total	
Total Jail Releases	17,185	100.0%	
Number releases within 24 hours	6,728	39.1%	
Number released between 1 and 3 days	1,475	8.6%	
Number released between 3 and 10 days	3,087	18.0%	
Number released between 10 and 30 days	2,040	11.9%	
Number released between 30 and 90 days	1,725	10.0%	
Number released over 90 days	2,130	12.4%	

Source: Louisville Metro DOC Data Extracts

In 2023, nearly 40% (6,728 individuals) of those booked into LMDC were released within 24 hours. Nearly two-thirds of these individuals had no bail set, generally indicating low-level offenses with minimal public safety risk. The most common charges included failure to appear for misdemeanor citations (12%), while nearly half of this population was held for public order offenses such as disorderly conduct and trespassing. These patterns suggest meaningful opportunities to divert

individuals from jail at the point of law enforcement contact. The exhibit below identifies the top five charges responsible for 30% of one-day releases—data that can inform future policy decisions about which offenses may be safely managed outside the jail system.

Exhibit 56: Top Thirty Percent Most Serious Charges

Most Serious Charge	Number	Percent of Total 6,728
Failure to appear citation for misdemeanor	815	12.1%
Assault, 4th degree (domestic violence minor injury)	560	8.3%
Criminal trespass - 3rd degree	416	6.2%
Operating motor vehicle under influence alcohol .08 (189A.010(1a)) - 1st	369	5.5%
Operating motor vehicle under influence alcohol .08 (189A.010(1a)) - 1st (aggravating circumstances)	207	3.1%

Source: Louisville Metro DOC Data Extracts

While some charges—particularly those involving domestic violence—may require mandatory booking under current policies, further analysis is needed to determine which low-level offenses could be appropriate for alternative responses. Adopting strategies that minimize or eliminate the need to book individuals who are likely to be released within 24 hours can free up valuable bed space and ease strain on the jail system.

Other jurisdictions around the country have adopted expanded "cite and release" policies for low-risk individuals, allowing officers to issue citations in the field without booking individuals into jail. This prevents unnecessary use of jail resources for minor offenses. Similarly, some large cities have introduced programs where individuals with failure to appear warrants are automatically rescheduled without an arrest, reducing the jail burden for minor infractions.

Short-term detentions place substantial pressure on jail capacity. In 2023, individuals released on bail, personal recognizance, or by court order occupied an average of 773 beds daily—nearly 39% of LMDC's total capacity. Reducing the frequency of short-term bookings presents a clear opportunity to relieve this burden.

To further improve system efficiency, Louisville Metro should establish designated short-term holding and housing options for individuals expected to be released quickly—typically within 24 to 72 hours. These units should include expedited intake, classification, and medical/behavioral health screening processes that allow for timely identification and release. Housing this population separately from individuals held long-term supports quicker turnaround, reduces strain on staff and resources, and aligns with broader efforts to implement risk-informed, equitable detention strategies. Any future detention facility planning should incorporate designated space and operational protocols for this function.

Several jurisdictions have developed short-term detention centers specifically designed for individuals anticipated to be released within a brief timeframe. Maricopa County, for example, recently opened an Intake and Release Center with capacity for 512 individuals in a short-term holding. During intake, those likely to be released within 24 hours are identified and processed through an expedited classification protocol, including medical and mental health triage. These individuals are housed separately for up to 72 hours to maintain distinction from the longer-term population and to facilitate timely release procedures.

In addition to improving internal operations, Louisville Metro should continue building on existing deflection infrastructure. Programs such as the Crisis Call Diversion Program, Crisis Intervention Teams (CIT), and partnerships with community-based behavioral health providers create a foundation for diverting individuals with behavioral health or substance use needs from the justice system altogether. For instance, the City of Baltimore and the State of Maryland are currently designing the Baltimore Therapeutic Center – a secure, non-custodial facility that provides immediate access to treatment and support services prior to individuals entering the criminal justice system. This model ensures that jail resources are prioritized for those who pose genuine public safety risks, while individuals with behavioral health or substance use needs receive timely, appropriate care in a non-carceral setting.

Many jurisdictions are now reimagining the role of jails in responding to behavioral health crises. Rather than defaulting to detention, they are investing in secure, non-custodial alternatives that offer immediate access to stabilization, treatment, and care coordination. These models ensure that jail resources are reserved for individuals who pose a clear public safety risk, while those with unmet behavioral health or substance needs receive appropriate services outside the justice system.

In Seattle, the Law Enforcement Assisted Diversion (LEAD) program allows officers to divert individuals with low-level offenses—such as trespassing or disorderly conduct—into community-based care instead of custody. Louisville previously piloted similar programs, including LEAD and the Living Room, both designed to connect individuals to services outside the traditional justice system. Although these initiatives were discontinued during the COVID-19 pandemic, they demonstrate the community’s capacity and willingness to build non-carceral alternatives. Similarly, jurisdictions such as Polk County, Iowa have developed multi-phase diversion programs targeting individuals who, if not diverted, would face jail for non-violent offenses. These strategies can reduce jail bookings, reserve space for higher-risk individuals, and improve outcomes for those in crisis.

These strategies have helped jurisdictions manage their jail populations more efficiently, ensuring that bed space is reserved for higher-risk individuals, and reducing the strain on jail systems by preventing unnecessary bookings for non-violent, low-level crimes. To maximize impact, the following actions are recommended:

Strategy #1: Track and Analyze Short-Term Incarceration Trends

Strengthen data infrastructure to capture and analyze the volume, offense types, and characteristics of individuals booked and released within 24 hours. Use these insights to evaluate current law enforcement, pretrial, and judicial practices and to inform ongoing policy reforms.

Strategy #2: Evaluate and Strengthen Citation in Lieu of Arrest Practices and Enhance Failure to Appear Rescheduling Protocols

Where legally permissible, law enforcement in Louisville Metro already utilizes citation in lieu of arrest for certain low-level, non-violent offenses. As part of a broader effort to reduce unnecessary jail bookings, conduct a review of current cite and release practices, policies, and procedures to assess how they are being applied in the field. Use data to determine whether there are opportunities to safely expand the use of citations for eligible individuals. In parallel, implement or refine streamlined rescheduling protocols for individuals who miss court dates, allowing for timely re-engagement without relying on arrest or booking for first-time or low-risk failures to appear.

Strategy #3: Sustain 24/7 Crisis Call Diversion and Explore Community-Based Deflection Opportunities

Maintain and support the existing 24/7 Crisis Call Diversion Program as a core component of the community’s behavioral health response system. In parallel, explore opportunities to expand

community-based deflection efforts by assessing current infrastructure, identifying service gaps, and strengthening partnerships with behavioral health providers. This may include evaluating the need for additional mobile crisis teams, peer responder models, and 24/7 crisis stabilization services to further divert individuals from the justice system and connect them to appropriate care.

Strategy #4: Establish Short-Term Holding and Housing Options to Streamline Intake and Support Timely Release

To improve operational efficiency and reduce time spent in custody, Louisville Metro should establish short-term holding and housing options designed specifically for individuals expected to be released within a brief timeframe, typically within 24 to 72 hours. These units should include expedited intake, classification, and medical and mental health screening processes that allow for quick identification of individuals eligible for prompt release. By holding this population separately from individuals held long-term, the system can better support timely release procedures, reduce strain on jail resources, and ensure that individuals with low public safety risk are not subjected to prolonged incarceration. Planning for any future detention facility should include designated space and operational protocols for short-term holding, integrated into a broader strategy for diversion, deflection, and pretrial reform.

RECOMMENDATION #2:

Enhance Pretrial Justice, Bail Reform, and Case Processing Efficiency

Analysis of LMDC trends reveals that although the number of individuals booked and released declined from 28,627 in 2019 to 17,185 in 2023, the average length of stay (ALOS) rose sharply from 31.0 to 42.7 days. Among individuals charged with violent felonies, ALOS increased significantly: for murder cases, from 468.1 days to 547.9 days; for robbery, from 175.0 to 223.9 days. Pretrial detention for indicted individuals also increased, with ALOS increasing from 251.1 days in 2019 to 308.7 days in 2023. These trends indicate that delays in case processing and the overuse of pretrial detention are major contributors to jail occupancy.

The data suggest that while fewer people are being booked into LMDC, those who are detained are remaining in custody for longer periods—likely due to court delays, more complex legal proceedings, or systemic inefficiencies in case processing. In particular, the increased ALOS for serious charges like murder and robbery points to the need for targeted evaluation of how these cases are managed. Additional research into court processes and case timelines could help identify procedural

bottlenecks, and best practices from other jurisdictions that have successfully streamlined case flow may offer useful strategies.

Exhibit 57: Louisville Releases by Violent Felony Charges, 2019 v 2023

Charge	2019			2023		
	Number	Percent of Total Releases	Average Length of Stay (days)	Number	Percent of Total Releases	Average Length of Stay (days)
Total	28,627	100.0%	31.0	17,185	100.0%	42.7
Total Felony	11,099	38.8%	141.5	6,396	37.2%	163.7
Violent	2,210	7.7%	227.6	1,633	9.5%	272.5
Murder	127	0.4%	468.1	149	0.9%	547.9
Sex	55	0.2%	323.3	49	0.3%	330.6
Assault	1,308	4.6%	84.2	936	5.4%	113.4
Robbery	548	1.9%	175.0	365	2.1%	223.9
Other Violent	172	0.6%	87.2	134	0.8%	146.6

Source: Louisville Metro DOC Data Extracts

Rising pretrial detention times—especially for indicted individuals—further underscore the need to review bail and pretrial release policies. Between 2019 and 2023, the ALOS for this group increased by nearly 60 days. Other jurisdictions have successfully reduced pretrial detention by implementing supervised release programs that support court appearance while minimizing jail time—options Louisville could explore. Additionally, expanding the use and visibility of amnesty dockets and strengthening court reminder systems can reduce failures to appear which is another contributing factor to short-term detention.

Exhibit 58: Louisville Releases by Release Category, 2019 v 2023

Release Category	2019			2023			
	N	Average LOS (days)	Percent of Releases	N	Average LOS (days)	Percent of Releases	Calculated ADP
Total	28,627	31.0	1.0	17,185	42.7	100.0%	2,009
Bailed/ROR	8,372	4.1	0.3	6,292	3.8	36.5%	65
Court-Ordered	11,103	32.3	0.4	5,697	45.4	33.2%	708
Release to Other Agency	3,932	37.0	0.1	2,324	37.5	13.5%	239
Time Served	1,940	14.2	0.1	994	54.0	5.8%	147
Indicted	703	251.1	0.0	852	308.7	5.0%	720
Warrant/Detainer Lifted	1,973	5.4	0.1	636	9.5	3.7%	17
Dismissed	197	187.0	0.0	61	206.1	0.4%	34
Sentenced	8	109.0	0.0	14	74.1	0.1%	3
AWOL	237	61.0	0.0	160	58.9	0.9%	26
Other	141	54.3	0.0	120	140.3	0.7%	46
Missing	21	16.9	0.0	35	43.0	0.2%	

Source: Louisville Metro DOC Data Extracts

Addressing the delays in criminal case processing is critical not only to reduce jail overcrowding, but also to promote more timely and equitable justice outcomes. In 2023, court-ordered releases alone accounted for an average of 708 occupied beds per day, highlighting how delayed resolutions directly impact jail capacity. While changes in case processing are state-level policy decisions outside the direct control of LMG, investments in integrated court case tracking and performance monitoring systems could further enhance these efforts by helping identify and resolve bottlenecks across the justice system. While bookings declined, the average stay increased—reinforcing systemic improvements in pretrial justice, bail reform, and case processing efficiency are necessary to ensure both fairness and operational sustainability within the local justice system.

Strategy #5: Review and Revise Bail and Pretrial Risk Assessment Practices

Conduct a thorough review of bail setting practices and pretrial risk assessment tools to ensure that low-risk individuals are not detained unnecessarily and that release decisions are guided by objective, evidence-based criteria.

Strategy #6: Increase Use and Visibility of Amnesty Dockets and Court Reminder Systems

Expand the availability and visibility of amnesty dockets and strengthen the court reminder systems to reduce failures to appear, which remain a significant driver of short-term jail admissions.

Strategy #7: Improve Case Processing Efficiency and Build Systemwide Tools to Track and Eliminate Delays

Advance case processing efficiency by accelerating case resolution, eliminating backlogs, and strengthening coordination between the judiciary, prosecution, and defense. Strategies should include implementation of fast-track dockets for eligible cases, expanded use of virtual hearings, and supervised release options for appropriate defendants. In parallel, Louisville Metro and its partners should invest in interoperable case tracking and performance monitoring systems that enable real-time data sharing and analysis across law enforcement, courts, corrections, and community partners. These tools will help identify bottlenecks, monitor case flow, reduce delays, and promote more timely and equitable outcomes. Together, these reforms will maximize the efficient use of court and detention resources and support a more responsive, transparent, and accountable justice system.

RECOMMENDATION #3:**Strengthen Reentry Supports to Reduce Recidivism**

A robust continuum of reentry services is essential to support successful transitions from jail to the community, reduce recidivism, and prevent future jail admissions. While Louisville Metro offers an array of reentry services including housing connections, and employment supports, strengthening these pipelines remains critical. Housing instability and unemployment are major contributors of recidivism, and experiences such as eviction or homelessness significantly increase the risk of returning to custody.

Strategy #8: Expand Housing and Employment Programs for Individuals Leaving Custody

Prioritize partnerships and funding streams that expand access to stable housing and employment for individuals reentering the community. Continue to grow life skills training, reentry navigation, and supportive housing pathways as a part of a coordinated strategy to reduce recidivism.

Strategy #9: Enhance Community Supervision and Support Services

Ensure supervision programs including probation, parole, and specialty courts are fully connected to wraparound supports such as behavioral health services, workforce development, and case management. Strengthening these linkages will help stabilize individuals post-release and improve long-term outcomes.

RECOMMENDATION #4:**Replace the Existing LMDC with a Right-Sized, Modern Detention Campus That Supports Diversion, Health, and Reentry-Oriented Justice System Goals**

Louisville Metro's ability to implement these recommendations and achieve a safer, more effective justice system is fundamentally limited by the condition of its existing jail facility. The current LMDC facility fails to meet modern standards in nearly every core area of safety, health, programming, classification, and staff support—and cannot be renovated to address these deficiencies. Louisville's facility provides only 183 square feet per bed, compared to 371 square feet in modern jails. The population regularly exceeds the rated capacity of 1,353 beds, with an average daily population of 1,253 in 2023 and 1,367 at the end of 2024. These physical limitations compromise staff safety, treatment delivery, and the facility's ability to support effective programming.

Replacing a detention facility is more than a construction decision; it reflects a community's broader vision for justice, safety, and fiscal responsibility. When a facility becomes a barrier to treatment, operational efficiency, or system reform, replacement must move from consideration to planning.

In general, a community should consider replacing its jail when conditions hinder safety, efficiency, service delivery, and long-term sustainability. The following conditions outline the primary areas where a modern facility could significantly improve operations, support justice system goals, and better serve both staff and individuals in custody.

Structural and Functional Limitations

- The current facility is aging and, due to its design and condition, cannot be economically modernized or repaired to meet long-term operational needs. A new facility would eliminate the high cost of maintaining outdated infrastructure and reduce long-term capital expenditures.

- The existing building layout restricts the implementation of modern correctional practices, such as direct supervision, and limits staff visibility and control, factors that elevate safety risks. A purpose-built facility would enable safer, more effective supervision and enhance the safety of staff and those incarcerated.
- Core infrastructure systems including HVAC, plumbing, electrical, and fire safety are outdated, prone to failure, and costly to maintain. Replacing the facility would allow for the installation of reliable, energy-efficient systems that support uninterrupted operations and improved safety.

Contemporary Standards

- While the current jail meets applicable state and federal regulations, is ADA compliant, and provides adequate medical care, a newly constructed facility would offer the opportunity to exceed minimum standards particularly in areas where waivers are currently required, such as space per individual. A modern jail would support enhanced care environments, improved accessibility, and more efficient operations aligned with evolving correctional best practices.

Overcrowding and Population Management Issues

- The jail regularly operates above capacity, creating challenging conditions for staff and incarcerated individuals.
- The current facility's indirect supervision model and physical layout present challenges in consistently separating individuals based on classification criteria such as gender, age, mental health status, and security level. A modern facility designed with direct supervision principles would allow for greater flexibility and improved housing alignment based on individual needs and risk levels.

Staffing Efficiency and Support Workforce Stability

- The current facility's design contributes to staffing inefficiencies by increasing operational demands, overtime costs, and challenges in recruitment and retention. A modern facility would support a more efficient staffing model, reduce reliance on overtime, and create a safer, more functional environment that enhances staff satisfaction and long-term workforce stability.

Medical and Mental Health Space

- While LMDC makes every effort to provide appropriate care and services for individuals with mental illness, substance use disorders, and chronic medical conditions, the current facility's design presents challenges in effectively treating these populations. A new, purpose-built facility would support more specialized housing units, integrated clinical spaces, and modern infrastructure to enhance the delivery of medical and behavioral health services to better meet the complex needs of these individuals.

Justice System Goals and Modern Reform Efforts

- The current facility lacks adequate space to consistently support programming, education, and reentry planning. A modern jail would provide dedicated, flexible spaces to deliver these essential services more effectively and consistently.
- The outdated design of the current facility limits its ability to align with broader criminal justice reform efforts, such as diversion, treatment-based alternatives, and community-based programming. A new facility would be built with these priorities in mind, supporting a more rehabilitative, equitable, and forward-looking justice system.

Cost of Ongoing Maintenance Exceeds Value

- The cost of maintaining and renovating the current facility continues to rise and is projected to exceed the cost of constructing a new, modern facility.
- Ongoing deferred maintenance has created a backlog of repairs with no cost-effective, long-term solution under the current structure. Replacing the facility would eliminate escalating maintenance expenses and allow for more predictable and sustainable capital planning.

Align Community Vision and Justice System Priorities

- A new facility presents an opportunity to align with community and leadership priorities for a safer, more humane, and more effective correctional system.
- Modernizing the jail would support a shared vision among justice system stakeholders to improve conditions, expand access to rehabilitative services, and implement best practices in custody and care.

As referenced throughout this report, the current LMDC facility presents structural and operational limitations that impact its ability to fully support the needs of the justice system. While the facility

continues to meet regulatory standards and provide essential services, its outdated design limits the capacity for programming, reentry, education, and modern correctional practices. The physical layout contributes to staffing inefficiencies and does not support the full range of amenities that promote workforce retention. A new, purpose-built facility would offer the opportunity to align with contemporary correctional standards, enhance service delivery, improve operational efficiency, and better support the rehabilitation and successful reintegration of individuals in custody.

Replacement Cost Estimate

This section outlines estimated space and capacity needs for a replacement facility, along with Rough Order of Magnitude (ROM) cost assessments.

A ROM cost assessment provides a high-level estimate of project costs, typically developed early in the planning process when design detail is limited. Its purpose is to support initial decision-making and feasibility evaluation—not for procurement or final budgeting. As the project scope is refined, the cost estimate will require updates.

Using benchmark data from comparable modern correctional facilities and LMDC's projected 2035 population needs, CGL identified a target capacity of 1,563 beds. Based on best practices, this would require approximately 579,873 square feet—nearly 60% more than the current LMDC footprint.

Exhibit 59: Benchmarked Space Needs

Projected Bedspace Needs: 1,563						
Component		Benchmark	Space Needs	Louisville Existing Spaces	Over/Under Space Needs	% Over/Under Space Needs
	Building Gross SF	371	579,873	156		
1	Male Housing	50.1%	290,749	128,683	(162,066)	-56%
2	Female Housing	9.2%	53,065	12,347	(40,718)	-77%
3	Administration	6.0%	35,004	31,891	(3,113)	-9%
4	Programs	2.6%	15,353	7,150	(8,203)	-53%
5	Services	10.6%	61,220	28,496	(32,723)	-53%
6	Intake/Release/Transfer	7.0%	40,670	12,566	(28,104)	-69%
7	Health Care	10.8%	62,398	14,958	(47,440)	-76%
8	Support Services	3.7%	21,413	7,609	(13,804)	-64%
Totals		100%	579,873	243,700	(336,173)	-58%

Two cost assessments are included:

Baseline Cost Assessment: The baseline cost assessment assumes a new detention facility capacity of 1,563 beds. This assumes continuation of existing criminal justice system practices.

Alternative Cost Assessment: The alternative cost assessment assumes additional diversion and deflection efforts along with improvements in case processing to reduce the overall bed needs in the system by 300.

Baseline Cost Assessment: The baseline cost assessment assumes the following:

- Current criminal justice system policies and practices
- New 1,563 bed facility to meet growing bed needs over the next 10 years.
- Benchmark square footage needs 371 per bed, or 579,873 square feet total
- Midpoint of construction is 2027

Given these assumptions, we estimate the ROM cost of a new 1,563 bed detention facility is \$482 - \$530 million. This assumes a total project cost per square foot of \$830.55 with a 10 percent variance. This estimate also includes site development, building construction, equipment, and soft costs such as design, engineering, and project management.

Alternative Cost Assessment: If Louisville Metro implements the recommendations outlined in earlier chapters, including expanding diversion programs, pretrial release strategies, and investments in behavioral health alternatives, the required bed count could be meaningfully reduced. A more strategic and system-focused approach to detention could potentially lower bed needs by 15% to 25%, which would, in turn, reduce capital and operating costs.

The Alternative cost assessment assumes:

- Revised criminal justice system policies and practices that reduce bed needs by 300, resulting in a total capacity needed of 1,263 beds.
- Benchmark square footage of 371 per bed, resulting in a total square footage of 468,573.
- The midpoint of construction is 2027.

Given the alternative cost assumptions, using recent construction cost data from similar urban jail projects, and adjusting for inflation to projected construction start in 2025, the rough order of magnitude cost for a new facility of this 1,263-bed detention facility is \$389 - \$428 million. This estimate also includes site development, building construction, equipment, and soft costs such as design, engineering, and project management.

Exhibit 60: Rough Order of Magnitude Cost Assessments

	# of Beds	Square Foot Needs	Cost per Square Foot Range	ROM Cost Estimate
Baseline ROM Cost Assessment	1,563	579,873	\$830.55 - \$913.61	\$482 - \$530 million
Alternative ROM Cost Assessment	1,263	468,573	\$830.55 - \$913.61	\$389 - \$428 million

Replacing LMDC represents a substantial, but strategic, investment. It offers Louisville the opportunity to design a safer, more efficient, and rehabilitative facility aligned with modern

correctional philosophy and community justice priorities. The final size, design, and cost of a new facility will depend not only on projected population needs but also on the community's commitment to implement system reforms that reduce reliance on incarceration.

Aligning facility planning with broader justice system transformation offers the most sustainable and forward-looking path for Louisville Metro.

Strategy #10: Construct a New, Modern Detention Facility

Based on the comprehensive assessment, replacement of the existing LMDC is necessary. The current facility is physically obsolete, cannot accommodate modern supervision, and lacks adequate space for essential functions including medical and mental health care, programming, and staff support. The outdated design impedes staff safety, operational efficiency, and the ability to implement evidence-based practices.

Strategy #11: Co-Locate Services and Support System Goals

The new facility should be designed not only to meet core detention needs, but also to support the broader goals of diversion, reentry, and rehabilitation. It should include dedicated space for medical and mental health care, education, employment services, and family visitation, and should align with the community's vision for justice system transformation.

Strategy #12: Ensure Facility Planning is Right Sized to System Reforms

The scale and scope of the new detention facility should be closely aligned to successful implementation of diversion, deflection, and reentry strategies—ensuring that future capacity reflects anticipated reductions in jail population rather than reinforcing historical trends.

In summary, Louisville has the opportunity to replace its aging correctional facility with a 21st-century detention campus that advances safety, dignity, and justice system transformation. Through the coordinated implementation of these four recommendations, the city can build a facility that is not only structurally sound, but programmatically aligned with efforts to reduce incarceration, improve public health, and strengthen community reentry.

This forward-thinking approach will yield long-term fiscal, operational, and social benefits, and help position Louisville as a national leader in data-driven, humane criminal justice reform.